

PART 1 - PUBLIC

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Decision Maker: Adult and Community Policy and Development and Scrutiny Committee

Date: 26th January 2012

Decision Type: Non-Urgent Non-Executive Non-Key

Title: SCRUTINY OF OLDER PEOPLE'S BUDGET AREA

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Chief Officer: David Roberts - Assistant Director - Adult and Community Services

Ward: Borough- wide

1. Reason for report

This report provides the Adult and Community Policy Development and Scrutiny Committee with an overview of the Older People's budget area. This includes the staffing levels, services provided to support older people, an indication of the current demand, the resulting service pressures and the action being taken to respond to them.

2. **RECOMMENDATION(S)**

- 2.1 The Policy Development and Scrutiny Committee is asked to consider the area covered by this report with particular emphasis on:
- a) the pressures identified in relation to changes in demography especially those relating to the increasing number of people aged over 85 years and those who have dementia (para 3.3)
 - b) reviewing the actions outlined within the main body of the report that are being taken to respond to these pressures.

Corporate Policy

1. Policy Status: Existing policy.
 2. BBB Priority: Supporting Independence.
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Financial

1. Cost of proposal: N/A
 2. Ongoing costs: Recurring cost.
 3. Budget head/performance centre: Services for Older People
 4. Total current budget for this head: £37.3m for services for older people and £5.1m for care management, including for adults with a physical disability
 5. Source of funding: ACS Portfolio Revenue Budget
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Staff

1. Number of staff (current and additional): 115 FTE approx
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory requirement. Under s21 of the National Assistance Act 1948 the local authority has a duty to provide accommodation for people with disabilities who because of this need care and attention which would not otherwise available to them, under the NHS and Community Care Act 1990 the local authority has a duty to assess individuals' care needs and provide for these if they meet the Council's eligibility criteria plus other statutory requirements.
 2. Call-in: Call-in is not applicable.
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Borough-wide services to Bromley residents who are over 65, currently over 8,000 receive social care services at a gross cost of £37.3m
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments: N/A

3. COMMENTARY

Introduction

3.1.1 The older people's budget area covers Assessment and Care Management staff and the specific services provided to meet the needs of older people who have been assessed under the NHS & Community Care Act 1990 as meeting the eligibility criteria.

3.1.2 Older people who have been assessed and meet the criteria for services have complex needs which are supported by a range of community services which include:

- reablement
- rehabilitation
- direct payments
- personal care
- respite care and short term placements
- equipment and home adaptations
- day care
- extra care housing

3.1.3 For those with the highest levels of need that cannot be met within their home setting there are residential and nursing care homes. These services are commissioned to provide a high quality service offering opportunity for greater independence and choice and control to the service user and carer. See Appendix 1 for definitions of services.

3.1.4 This report focuses on the areas where there are budget pressures and where actions are being taken to address them.

3.2 Resources

3.2.1 The overall budget for older people's services is £42.4m which includes £5.1m of Assessment and Care Management staffing costs. The £5.1m staffing costs comprises of a total of 115 permanent full time equivalents (fte); these staff also work with adults with physical disabilities and sensory impairments. The assessment and care management staff are organised into two main areas short term intervention and complex care. The table below shows the breakdown of staff by team:

Short Term Intervention	FTE
Contact & Assessment Team	11.3
Assessment & Reablement Team	19.5
Hospital Team	13.5
Intermediate Care Team	5.5
Total	<u>49.8</u>
Complex Care	
Complex Care East	21.5
Complex Care West	21.0
Co-ordination Team	22.5
Total	<u>65.0</u>
Total Assessment & Care Management Staff	<u><u>115.0</u></u>

3.3 Context

- 3.3.1 The number of people aged over 85 years in Bromley's population continues to increase, and during the past year the department has faced increasing demands for care management assessments. This will put a significant strain on resources during 2012/13 as we seek to keep on top of and improve performance in these areas. Officers will continue to manage this cost pressure by effective implementation of eligibility criteria, and maximising opportunities for maintaining people's independence – minimising the need to use residential and nursing care placements and helping more people remain in their own homes through direct payments and domiciliary care packages.
- 3.3.2 There are a growing number of older people in the borough and Bromley continues to have the highest proportion of people over 65 compared with other London Boroughs. The current population is approximately 302,864 with around 7,300 aged over 85 years. There are currently around 8000 older people receiving services, 756 of whom are living in care homes, 1,283 are receiving domiciliary care in their own homes, 190 in Extra Care Housing, in addition 4,912 people are using equipment to support them at home.
- 3.3.3 The specific challenges are in relation to the complex needs and physical frailty of older people in the over 80's group, the rising demands of dementia in the over 70's and the rising costs of providing services.

3.4 Assessment and Care Management

- 3.4.1 Assessment and care management is divided into short term interventions and complex care. There are 64.5 staff with professional qualifications in social work, occupational therapy and nursing. The service is located across six sites around the borough and also has staff based with joint services in the Community Mental Health Teams managed by Oxleas and in Intermediate Care based in Orpington Hospital. On average the assessment and care management teams undertake 2000 service user's assessments, 2000 carers assessments and 7000 reviews pa.
- 3.4.2 Short Term Interventions has 4 teams which are based on 4 sites and consist of the Contact and Assessment Team (COAT), Re-ablement, The Princes Royal University Hospital (PRUH) Care Management Team and Intermediate Care/CARTs. These teams provide information, advice and guidance (IAG), assess the needs of older people, provide a re-ablement or rehabilitative service, prevent hospital admission, facilitate hospital discharge and where needed arrange packages of care. Their involvement is short term aiming to complete their work within 6 weeks.
- 3.4.3 Complex Care has 3 teams based on 2 sites and consists of Complex Care West in Penge, with Complex Care East and the Co-ordination Team in Orpington. The focus of their work is to support people with complex and variable needs which require a flexible service, regular contact and interventions including safe guarding investigations. The work of the Co-ordination Team involves reviews with a focus on direct payments, brokerage and care placements. See the Update of Restructure report presented to Committee 30th November 2011.

3.5 Older People's Services

- 3.5.1 Services are purchased from the independent sector to meet need and the main areas are personal care, direct payments, aids and adaptations and care homes. The table below shows the demand and broadly the spend in these main areas:

Services	No's of People pa	Budget £,000
Residential and Nursing Home Placements	756	14.8
Personal Care	1,179	5.5
Direct Payments	104	0.5
Re-ablement	893	0.9
Extra Care Housing	190	1.4
Integrated Community Equipment Stores (ICES)	4,912	0.7

- 3.6.1 There are 70 care homes operating in the borough with a bed capacity of 1,524 of which 429 are funded by Bromley. Most of the care homes are small family businesses with a few larger organisations.
- 3.6.2 Admissions to residential and nursing care homes have fallen from 500 since 2000 to 320 in 2010. Whilst at the same time personal care budget has increased, this is in line with the department's policy to enable people to be supported to remain in their own homes. As personal care is more cost effective than high cost residential placements this has enabled the department to manage resources, contain costs within the budget available, whilst at the same time manage increasing demands. Further reductions are sought with a target of 250 new admissions for 2011/12.
- 3.6.3 The introduction of new services and ways of working is helping to manage the increasing demand and budget pressures; this includes the use of the independent sector to provide all personal care packages following the introduction of the re-ablement service. The Independent Sector currently provides personal care services to 1,179 older people.
- 3.6.4 The most recent data on the outcomes of the re-ablement service shows, of the 893 people who have received the service 617 (69%) people left with no service, 2 were admitted to residential care and 1 person moved to extra care housing. This is an example of how the service is addressing the complex physical needs of older people and working to enable people to live in the community with a minimum level of care. This is a separate item on the agenda for this evening.
- 3.6.5 Maximising the use of Extra Care Housing (ECH) is an affective way of providing a high level of support to people who would otherwise be admitted to a care home. There are 190 people living in Extra Care Housing at a cost of £1,437,150 which is a positive growth area. The report to the Executive on 6th April 2011 gave full details of this service and of the 110 new apartments which are now expected to become available in June 2012. Plans to ensure a full take-up of this accommodation when it becomes available are in place with over 70 already identified for these tenancies. An average client cost per week for the new ECH schemes is £200 per week compared to the average residential placement weekly cost of £480.
- 3.6.6 The Integrated Community Equipment Stores (ICES) provides equipment and some minor adaptations to facilitate discharge, prevent admission to hospital or care home and minimise the level of care required ensuring people maximise their opportunity for independence. The projected overspend is due an increase in demand and measures are being taken to obtain the additional funds required to bring this budget in on line.

3.7 Summary of Key Achievements 2011/12

- The new assessment and care management structure was successfully implemented on the 18th April 2011 ensuring more speedy assessments giving information, advice and guidance and sign posting people away from the service.
- There continues to be a reduction in care home placements from 794 in 2009/10 to 756 in 2010/11.
- Increasing use of Extra Care Housing as an alternative to residential care
- Greater use of the Independent Sector to provide ongoing personal care packages following re-ablement
- Re-ablement has been established in the community and has worked with 918 service users with 617 (69%) leaving without services reducing the demand of domiciliary care.

3.8 Priorities for 2011/12

- Continue to manage the increasing demands and budget pressures for older people's services
- Further reduce care home placements working to the target of 250 admissions for 2011/12.
- Further development of the re-ablement service to maximise projected savings and outcomes for service users.
- Implement actions from the Investment Plan for services for People with Dementia and Procurement Strategy for Extra Care Housing.

4. POLICY IMPLICATIONS

- 4.1 Promoting the Independence of Older People is one of the key objectives set out in the Council's strategy "Building a Better Bromley". Promoting choice, personalisation and Independence is the overall aim of the ACS Portfolio Plan.

5. FINANCIAL IMPLICATIONS

- 5.1 A report elsewhere on this agenda highlights the budget pressures in older people's services and the potential cost pressures of £253, 000 that will follow through into 2012/13 due to the increasing demand for services. Officers will continue to take management action to contain cost pressures so that the service is maintained within the overall resources available.
- 5.2 The department will continue to monitor the impact of the new services introduced to ensure that they are delivering the expected outcomes.

Non-Applicable Sections:	Legal, Personnel
Background Documents: (Access via Contact Officer)	<p>NHS & Community Care Act 1990 Transforming Adult Social Care Local Authority Circular(DH) (2009) White Paper "Equity and excellence: Liberating the NHS" 2010 "Assessment and Re-ablement Service" report to A&C PDS 29th Sept 09 "Supporting Independence in Bromley Programme - Changes to Care Management Arrangements" Report to A&C PDS/A&C Portfolio Holder 21st Sept 10 "Proposed Restructure – Care Management & Assessment" Report to Exec 8th Dec 10 "Proposed Developments in Intermediate Care" to A&C PDS and A&C Portfolio Holder 2nd Nov 10 "Investment Plan - Services for People with Dementia" Report to Executive 7th Sept 11 "Gateway Review – Procurement Strategy for Extra Care Housing" Report to Executive 6th Apr 11 http://nascis.ic.nhs.uk Greater London Analysis Group (GLA).</p>

Appendix 1

Definition of Services

Equipment – aids and adaptations that help a person with their activities of daily living to enable them to live independently e.g. bath board, shower chair, perching stall, hand rail, ramp, hoist, hospital bed.

Re-ablement – is a short term service for up to 6 weeks working with a person to help them maximise their independence by working towards agreed goals.

Rehabilitation – Intermediate Care and CART is a multi-disciplinary team with Care Managers, Occupational Therapists, Physiotherapists, Nurses and Rehabilitation Assistants who work with the individual on their physical strength, posture and mobility to ensure their potential for recovery and independence is maximised.

Direct payments – money given to a service user to enable them to purchase the care they need to meet their needs

Personal care – is provided by the Independent sector who employ carers to maintain the well being of a person by assisting the individual to get out of bed, use the toilet, wash, dress etc

Day centres - where older people are supported with activities to prevent isolation, promote well being and provide a place of safety to give family carers a break.

Respite – a planned periodic break for carers in either a care home or by additional care being provided in the home.

Short term placements – these placements are usually in a care home and may be agreed as a means to manage a situation where there is an unforeseen change in circumstances in an emergency or with little notice.

Adaptations – an adaptation is completed in a person's home environment to assist with activities of daily living. Minor adaptations may be funded from the ICES budget e.g. ramps and rails. Major adaptations would be via the Disabilities Facilities Grant managed by the Housing Department and would include wet room (walk in showers), stair lifts, through floor lifts and extensions to properties.

Extra care housing – is supported living where staff are on site 24 hours each day to respond to the needs of the individual. People have their own tenancy and have a support plan designed to meet their specific needs.

Residential Care – is available for people whose needs are too high to be safely managed in the community. Residents have their own bedroom with en-suite and their needs are met by staff available 24 hours per day.

Nursing care – is for people whose needs are so complex with a significant level of nursing needs where their needs can not be managed in the community.