



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
6 NOVEMBER 2023

MANAGING DEMAND IN ADULT SOCIAL CARE

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of the report

1. The purpose of this report is to update the Committee on the current demand pressures faced by the Council's Adults and Communities Department, including people waiting for care and support, and to provide an overview of the Adults and Communities Demand Management Programme.
2. This report serves as an update on the position of managing demand in October 2023.

Policy Framework and Previous Decisions

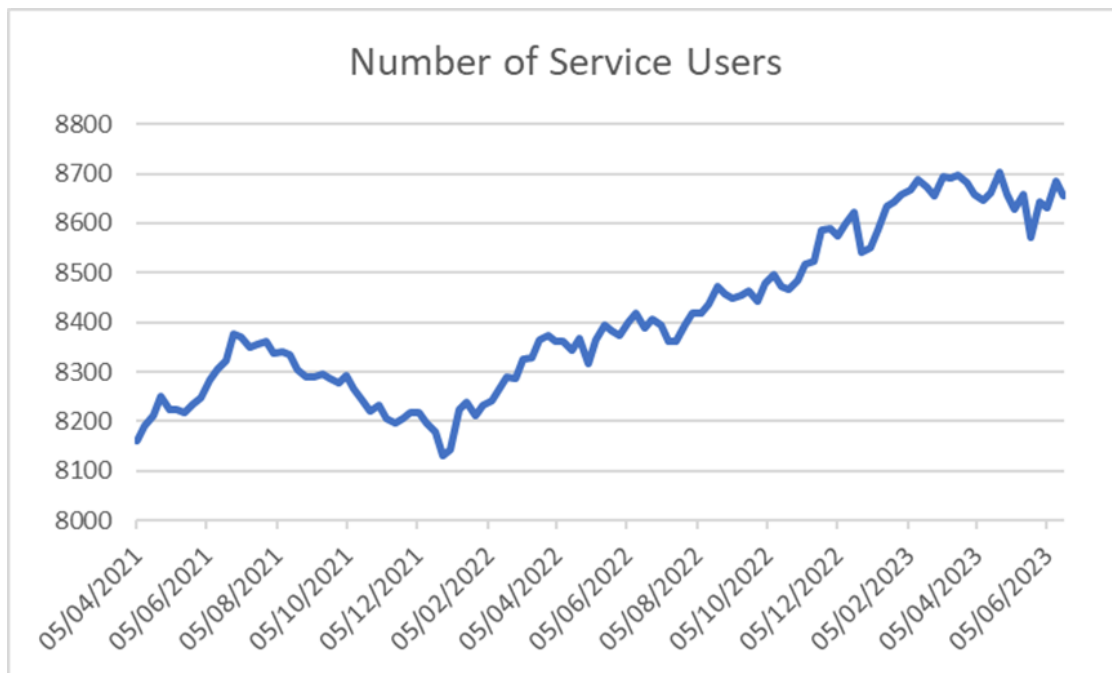
3. The Care Act (2014) places a duty on local authorities to carry out an assessment of anyone who appears to require care and support, regardless of their likely eligibility for state-funded care. The focus of the assessment is on the person's needs and how they impact on their wellbeing, and the outcomes they want to achieve.
4. Where it appears to the local authority that a person may have needs for care and support, the authority must assess their needs and ascertain the level of support required.
5. The local authority has a duty to carry out an assessment regardless of the perceived level of need of the person or what financial resources that person has available to them.
6. The Care and Support (Eligibility Criteria) Regulations 2015 implemented a new national eligibility criteria for access to adult care and support, and for access to carer support which applies to all English Local authorities. Local authorities cannot restrict eligibility beyond this level.
7. The national eligibility criteria requires that for a person's needs to be eligible for social care support, they must relate to a physical, or mental impairment or illness, such that a person cannot achieve at least two outcomes in their day-to-day life (as set out in the regulations), with the consequence that there is a significant impact on their wellbeing. The eligibility determination must be made without regard to whether a carer might be meeting those needs at the given time.
8. The Adults and Communities Department Ambitions and Strategy for 2020–2024 "Delivering Wellbeing and Opportunity in Leicestershire," approved by the Cabinet in

September 2020 sets out how the Council aims to meet its responsibilities to deliver Wellbeing to the people of Leicestershire.

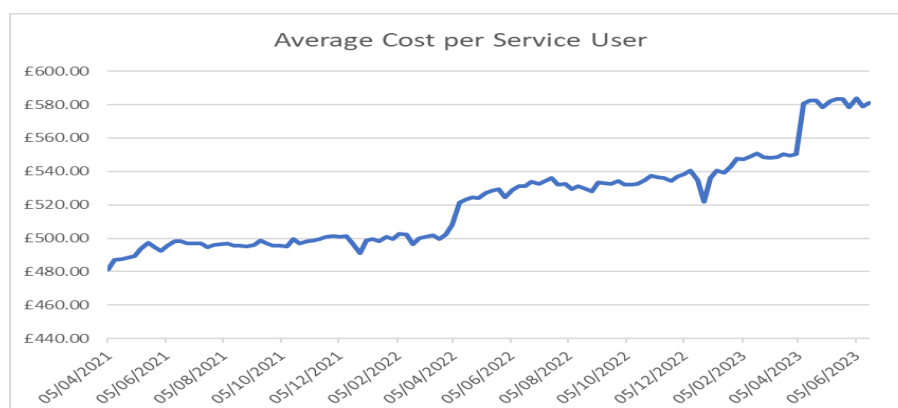
9. The Committee previously received a report in November 2022.

Current Demand Trends

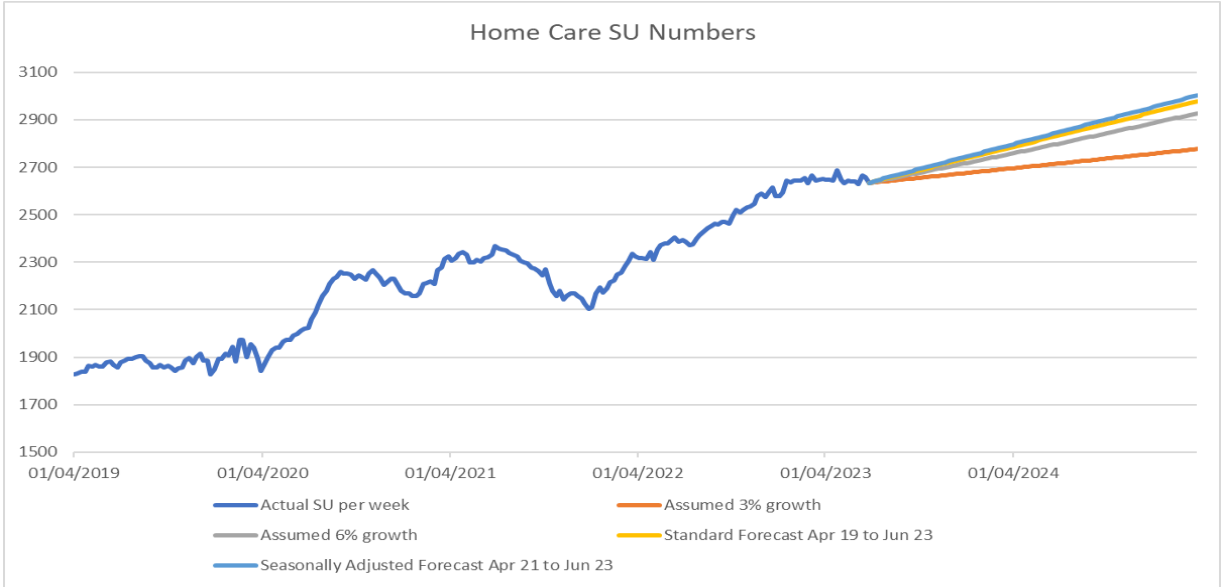
10. The graph below shows the overall number of people being supported across Residential Care, Home Care, Supported Living, Cash Payments and Community Life Choices from April 2021 through to June 2023. Typical growth would be approximately 1-1.5% per annum, however the current number of service users supported demonstrates growth of around 3% per annum.



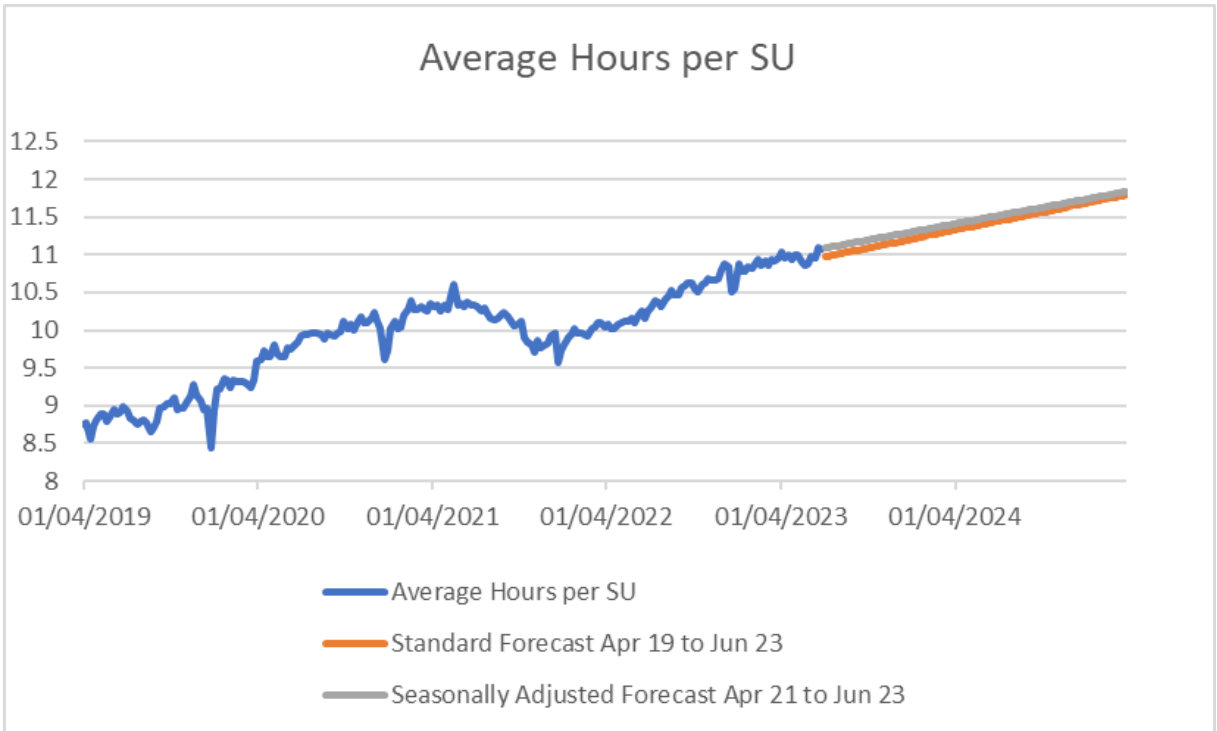
11. The average cost per service user increased over the same time period (see graph below). The expectation would be that a stepped change in cost would be seen with a steep rise from April relating to the annual fee review uplift followed by a levelling off over the year. However, the average cost per service user was not static and increased over the course of 2022/23, mainly driven by higher cost packages within Residential Care from market pressures to secure a placement, and increasing hours being commissioned within Home Care from increasing numbers of people being discharged from hospital with need for social care.



12. The next graph shows the size of the growth in Home Care client numbers from approximately 1,900 to 2,650 over the last four years. The observed growth over the last two years is approximately 6% annually (grey line). A best-case scenario of half of this growth (3%, orange line) is presented which is closer to demographic growth. Another two options are presented, a forecast using data from April 2019 to June 2023 and another using data from April 2021 to June 2023, after the initial effects of the pandemic.



13. The graph below shows how the average weekly hours per service user has changed from 8.5 hours in April 2019, rising to 11 hours in April 2023. The increase has been particularly steep over the last 12 to 15 months. The forecast position by the end of March 2025 is just below an average of 12 hours per week.



14. Much of the demand growth in home care is as a result of discharge from hospital. Prior to the Covid pandemic, hospital and non-hospital home care starts were converging, but hospital packages now outstrip those with no hospital discharge. The upward trend in the overall starts of circa 100 additional people per month is primarily influenced by the people whose package starts following a hospital discharge.
15. The Council is seeing an increasing number of contacts where the route of access to home care was discharge from hospital. The average number per year has increased by 6.7% from 6,360 pre-pandemic to 6,787 post pandemic. Additionally, there is an increasing proportion of people leaving hospital with a sequel of long-term community service. The average proportion per year has increased from 7.6% (1,931 out of 25,438) pre-pandemic to 16.1% post-pandemic (3,270 out of 20,360) or 14.9% (2,078 out of 13,953) excluding the pandemic year of 2020/21.
16. The total cost per week for home care has risen from around £340k per week in April 2019 to £880k by June 2023. There has been a significant increase in cost since April 2022 rising from £650k to £880k per week at the end of June 2023. This is an increase of 35%.

Demand Management Programme

17. In order to address the increasing demand and ensure the Council has a robust approach to managing demand and growth within Adult Social Care, and to contain the increased cost and provide sustainability of the Council's finances, whilst ensuring that outcomes for service users continue to be met, the Adults and Communities Department has instigated a Demand Management Programme with the following objectives:
 - Clear understanding of current drivers for demand growth in numbers of service users, package size and duration within the Department;
 - Financial benefits delivered from previous and existing change initiatives are maximised;
 - Demand growth forecasts are based on robust analysis of data and strong business case;
 - Identify further activity to impact demand and reduce cost;
 - A robust strategy is in place to understand and manage demand in Adult Social Care, including sufficient resource to implement and embed change.
18. The first stage of this programme of work involved undertaking a diagnostic analysis of Home Care demand. The output from this diagnostic can be summarised as follows:
 - There has been a **46% increase** in new Home Care packages post the Covid pandemic;
 - Most people starting a Home Care package since the start of 2022 have recently been discharged from hospital;
 - **Increasing** contacts post discharge and higher proportion getting long-term community services;
 - The proportion of reviews completed in four weeks has **decreased**;
 - Average savings on Home Care package costs following review have **reduced**;
 - The number of people ceasing Home Care is now at a **lower rate** than those starting;

- A **lower** proportion of reviews resulting in reduction or cessation;
 - Early review seems to have the most impact when ending a package.
19. As a result of the diagnostic findings, the Department has reinstated an early review function, invested in additional home care review capacity, and put in place more robust monitoring of review outcomes and timeliness.
20. Additionally a decision has been taken to instigate Fair Outcomes Panels to ensure residents receive services in line with the Fair Outcomes Policy, attached as Appendix A, whilst removing all delegated powers for expenditure on care packages. It is hoped that this will be a short term intervention, subject to review, and delegations will be introduced back over time.

Departmental Caseload Activity

21. The table below illustrates activity completed during the last full year of data collection during 2021-2022 and 2022-2023:

Activity	Number in 2021-22	Number in 2022 - 2023
Contacts	44,690	50,700
Assessments	7,795	7,674
Reviews	12,195	10,872

22. The data on waiting lists and current allocations collected by managers is from:
- Tableau dashboards which were developed in relation to providing managers with data and overview of key performance indicators, relating to the Target Operating Model.
 - Reports from the Council's IT care management system (LAS).
 - Soft information that is collected by Lead Practitioners to aid assurance, performance and quality monitoring.
 - Departmental performance considered monthly by management.
23. Below is a summary of the findings from the Lead Practitioners audit undertaken on 3 October 2023, and the Business Intelligence Service data from October 2022. Although there is no national set timeline to complete a Care Act assessment, best practice timescales for assessment set within the Department would be within four weeks/28 days from referral. The number of people awaiting allocation to a named worker in October 2022 and October 2023 is shown in the table overleaf:

Service Area	Total Waiting		Waiting more than 28 days		Waiting more than 28 days %		Waiting more than 6 months		Waiting more than 6 months %	
	Oct 2022	Oct 2023	Oct 2022	Oct 2023	Oct 2022	Oct 2023	Oct 2022	Oct 2023	Oct 2022	Oct 2023
Home First	899	328	576	108	64.1%	33%	1	7	0.1%	2%
Cognitive and Physical Disability	328	267	217	154	66.2%	58%	22	21	6.7%	7%
Learning Disability and Autism	76	129	33	74	43.4%	57%	2	2	2.6%	2%
Mental Health	250	120	159	67	63.6%	56%	9	4	3.6%	3%
Occupational Therapy	624	446	521	331	83.5%	69.7%	133	22	21.3%	4.9%
Deprivation of Liberty Safeguards	799	468	687	243	85.9%	51.9%	174	71	21.8%	15.2%

24. The Care Act statutory timescales for review of people who are in receipt of services is 12 monthly (or before if there is a significant change in circumstance).
25. The table below shows the number of overdue reviews for people in receipt of long-term services for more than 12 months as of October 2022 and as at 8 October 2023:

Review Service Type	Total Overdue		Overdue for less than 6 months		Overdue by 6–12 months		Overdue by more than 12 months		% Overdue by more than 6 months	
	Oct 2022	Oct 2023	Oct 2022	Oct 2023	Oct 2022	Oct 2023	Oct 2022	Oct 2023	Oct 2022	Oct 2023
Community	782	1013	605	850	126	122	51	41	22.6%	16.1%
Residential	529	287	605	224	117	49	25	14	26.8%	21.9%
Total	1311	1300	992	1074	243	171	76	55	24.3%	17.4%

26. To date, there is only one case across the Care Pathway, that has been on a wait over 12 months, due to financial work with the Court of Protection.

Management of Case Allocation

27. New referrals are either resolved by the Customer Service Centre team or transferred to the appropriate Care Pathway Team for follow up.
28. All care management teams operate an urgent function on a rota basis. The urgent function is in place to pick up immediate need and deals with new referrals, unallocated cases and cases where the allocated worker is not available due to annual leave or other short-term absence.
29. Managers review the lists of unallocated cases in line with the Department's Waiting Well Policy, as they are received into the team. Cases are given a priority status – High, Medium, Low - based on the adult social care system definitions and RAG rated, Red, Amber or Green. Guidance on Managing Planned Work Trays in Leicestershire Adult Social Care, attached as an Appendix B, sets out the breadth of activity.

30. The table below sets out the proportion of cases awaiting allocation within each priority weighting for October 2022 and October 2023:

Service Area	High Priority		Medium Priority		Low Priority		No Priority Recorded	
	Oct 2022	Oct 2023	Oct 2022	Oct 2023	Oct 2022	Oct 2023	Oct 2022	Oct 2023
Home First	11.6%	37.7%	48.8%	34.4%	39.6%	16.5%	N/A	11.4%
Cognitive and Physical Disability	15.5%	32.4%	45%	30.5%	39.5%	14.8%	N/A	22.3%
Learning Disability and Autism	12.7%	20.5%	51.2%	33.6%	36.1%	23.7%	N/A	22.9%
Mental Health Locality and Reablement	21.6%	33.9%	39.8%	33.9%	38.6%	2.1%	N/A	30.1%
Occupational Therapy	14.7%	8.7%	76.7%	82.2%	8.7%	3.3%	N/A	5.7%
Total	14.2%	36.2%	56.5%	34%	29.4%	16.1%	N/A	13.7%

31. Unallocated cases are reviewed on a weekly basis and re-prioritised as needed. Cases are allocated weekly on a priority basis.
32. Case progression and one-to-one supervision sessions are held with allocated workers and group supervision sessions are in place with managers and staff from other areas of the Department to ensure best outcomes and use of wider resources where appropriate.
33. Practice Development Cycle (PDC) case audits are undertaken across the Care Pathway, each month there is a focus on a different locality or county wide team. To support the oversight of demand and waiting times, the PDC considers the adherence with the Waiting Well Policy, undertake case audits to identify the length of time someone has waited and speak to the person about their experience of waiting. The outcome of the PDC, including findings on waits, will be presented to the Departmental Management Team on a monthly basis for scrutiny and oversight.
34. Requests for new Deprivation of Liberty Safeguards (DoLS) assessments are prioritised in date order and there is a framework contract in place to procure independent assessments to increase capacity and manage demand. To reduce waiting times, funding has been deployed to reduce the waiting list for Best Interest Assessments (BIA). The pandemic generated a significant increase in the demand for DoLS as a result of greater numbers of short-term placements in care homes, pushing the number of referrals to 5,531 in 2021/22 and 5,839 in 2022/23. That growth continued post pandemic to 6,539 in 2022/23. At the same time, the Council has reduced waits by employing many more agency BIA assessors to bring the waiting list down from 1,101 in 2021/22 (20% of referrals), to 637 in 2022/23 (10% of referrals). These trends have continued into the current year with a further reduction of those waiting to 510 at September 2023, but with considerable additional

expenditure on agency BIAs. The cost of those assessors was budgeted at £468k this year, but projected expenditure is above that level, at circa £600k.

Analysis of local and national data

35. Further detail and analysis of the Association of Directors of Adult Social Services (ADASS) national survey report, completed by the Council's Business Intelligence Service, compared data within the latest national ADASS report and the position for the Department.
36. In the report, ADASS stated that the number of people waiting for assessment across the country had reduced by 24% between April 2022 and March 2023. Leicestershire took part in the ADASS surveys of these two snapshot points in time, and equivalent figures show a 8% reduction from 2,570 waiting in April 2022 to 2,360 in March 2023.
37. In England, one in four (25%) people had been waiting for an assessment in April 2022 for over six months. In Leicestershire this proportion was lower at 17%. Twelve months later, the national proportion had risen to 37% whilst in Leicestershire the proportion had fallen to 11%.
38. Comparing the position between April 2022 and March 2023, the number of people waiting for care and support or a direct payment to begin in England decreased by 41% through the intervening 12 months. In Leicestershire, the change during the same 12 month period was a 96% decrease from 72 to just three people. The Department's Home Care wait list numbers have remained in single figures since March 2023 highlighting the strength of the Home Care market in Leicestershire.
39. The number of people in receipt of services for 12 or more months, who had waited for more than a year for their Care Act review fell by 11% nationally between March 2022 and April 2023. In Leicestershire the difference between March 2022 and April 2023 was a 20% reduction – decrease from 1,525 waiting in March 2022 to 1,220 12 months later. Leicestershire compares well to other local authorities in relation to this element.
40. There has been a noticeable improving picture with regards to the management of demand in Leicestershire. This is believed to be due to a range of factors including the implementation of the Waiting Well Policy, changes made to the Home First central duty system in July 2023, Customer Service Centre transformation project, 3 Conversation's project and a decrease in Care Pathway staffing vacancies.
41. Leicestershire is working with Adult Social Care Departments across the East Midlands, and the University of Birmingham on a project to develop best practice in managing waiting times. The project is working with local people and adult social care staff across Leicestershire, Leicester, and Rutland, to understand the impact of waiting, how it feels to wait and what information is provided to people as they wait. With a view to having a consistent approach for waiting across all local authorities in the East Midlands.

Resource Implications

42. Current year budget monitoring at Period 5 showed a forecast overspend of £7.8m within the Department. This overspend is as a result of increased demand for home care and supported living together with increased costs of care particularly in relation to residential and nursing placements.
43. Additional grant funding from the Government has helped address some of the areas of cost and demand increase through additional capacity to meet demand and uplifts to fee rates. However, without further improvement in the management of demand and cost the Council will not be able to sustain current growth.
44. At the start of October 2023, out of the 365 full-time equivalent (FTE) posts within the Care Pathway, there were 33 FTE vacancies. Following October's recruitment drive, this had reduced to 24 FTE vacancies.
45. The Director of Corporate Resources and Director of Law and Governance have been consulted on the content of this report.

Conclusions

46. Managing demand and associate risk is a core part of adult social care activity. Following the unprecedented years of the Covid-19 pandemic, work previously undertaken with Newton Europe on the Target Operating Model, and the subsequent staffing review, the Department is seeking assurance that current demands are well managed, and risks identified.
47. Whilst it is accepted that teams will have waiting lists for case allocations, the timeliness of interventions to manage demands are key to providing good outcomes for individuals and managing demands and costs for the Council.
48. The audit undertaken gives assurance that people waiting for assessment and or review within Care Pathway teams are well managed and that the Department has a good oversight via the data dashboards and the individual team management process.
49. Senior managers have oversight and access to performance data and this is reported within the Department on a monthly basis. Team Managers have access to Tableau dashboards that collect team performance information to inform service delivery and individual worker performance.
50. The levels of unallocated cases and duration of waits currently have been impacted by increased demand, recruitment and retention issues, and a legacy backlog of cases already in the system pre-restructure as an impact of the Covid pandemic over the past two years.
51. Overall, the position in Leicestershire is consistent with the position experienced across all English authorities and compares favourably in some areas, with an improving trajectory as noted below.
52. As part of performance monitoring within the Operating Model, the audit of waits and risks will be included within the regular audit programme.

Background papers

- Report to Cabinet: 7 November 2022 – Managing Demand
<https://politics.leics.gov.uk/ieListDocuments.aspx?MId=6842>
- Report to the Cabinet: 23 November 2018 – Adult Social Care Target Operating Model - <https://politics.leics.gov.uk/ieListDocuments.aspx?MId=5185>
- Delivering Wellbeing and Opportunity in Leicestershire – Adults and Communities Department Ambitions and Strategy for 2020-24 - <https://bit.ly/3swoTal>
- Association of Directors of Adult Social Services (ADASS) - Spring Survey 2023 - <https://www.adass.org.uk/media/9751/adass-spring-survey-2023-final-web-version.pdf>

Circulation under the Local Issues Alert Procedure

53. None.

Equality Implications

54. The Adults and Communities Department supports people from all diverse communities in Leicestershire. However, there are no specific equal opportunities implications to note as part of this report.

Human Rights Implications

55. There are no Human Rights implications arising from this report.

Appendices

Appendix A – Fair Outcomes Policy for Adult Social Care

Appendix B - Managing Planned Work Trays in Leicestershire Adult Social Care

Officers to Contact

Heather Pick

Assistant Director, Operational Commissioning

Adults and Communities Department

Telephone: 0116 305 7456

Email: heather.pick@leics.gov.uk

Tracy Ward

Assistant Director, Integration, Access and Prevention

Adults and Communities Department

Telephone: 0116 3057563

Email: tracy.ward@leics.gov.uk