

SOCIAL AND HEALTH CARE OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting	Thursday 5 December 2024
Report Subject	Framework of Support: A Sustainable Approach to Adult Social Care
Cabinet Member	Deputy Leader of the Council and Cabinet Manager for Social Services and Wellbeing
Report Author	Chief Officer Social Services
Type of Report	Operational

EXECUTIVE SUMMARY

As a modern and effective local authority it is incumbent upon us to deliver innovative and effective services which meet legislative requirements within a framework that is financially sustainable. The Social Services portfolio has recently commenced a review of service sustainability in line with the Social Services and Wellbeing (Wales) Act 2014 (herein the Act). This work is at its infancy and will form part of a wider programme of service transformation, to support the design and delivery of sustainable social services for the residents of Flintshire.

This report summarises the work that has been undertaken to review our service approach to adult services and provides information on our Framework of Support for Adults. The Framework allows for the flexibility and consistency of service delivery required under the Act. The Framework is designed to empower adults to meet their personal outcomes using their strengths, capabilities, family and community support networks and where eligible receive support from the local authority.

Senior Managers and key Officers have come together to share their combined knowledge and experience to ensure this review takes into account the needs of the people who need support and their carers. This work is critical within the context of ensuring that we can continue to meet the needs of an aging population with increasing complexity of need.

As part of our approach to supporting adults the local authority provides, and commissions, both domiciliary and residential care for those assessed as eligible for support.

Domiciliary care, also known as home care, provides support services to people in their own homes, allowing them to maintain independence and quality of life. It includes assistance with daily tasks such as personal care tailored to meet individual needs.

Residential care is provided in a Care Home setting, where people who are unable to live independently and are supported with daily activities such as washing, dressing, taking medication and mobility. The Care Home environment is designed to meet people’s needs and enhance their quality of life.

We normally see pressure points during the year (winter pressures) but the increase in the nature and complexity both in physical and mental health has significantly increased since November 2023, and on this basis we are predicting continued spend and financial pressure across the year. This report provides information on the actions we are taking to help mitigate the impact of this demand on service capacity and financial resources, in line with the principles of our Framework of Support.

RECOMMENDATIONS

1	Members consider and support the actions being taken to develop our Framework of Support as part of a range of transformational projects that will be required to develop sustainable social care services.
2	Members endorse associated actions needed to respond to demand pressures and support domiciliary and residential care budget pressures.

REPORT DETAILS

1.00	EXPLAINING FRAMEWORK OF SUPPORT: A SUSTAINABLE APPROACH TO ADULT SOCIAL CARE
1.01	<p>The Social Services and Well-being (Wales) Act came into force on 6 April 2016. The Act provides the legal framework for improving the well-being of people who need care and support, and carers who need support. The Act transformed social services in Wales.</p> <p>The White Paper, Sustainable Social Services for Wales: A Framework for Action that preceded the Act was published in 2011 and highlighted a number of challenges faced by public services in Wales.</p> <p>These challenges included demographic changes, increased expectations from those who access care and support as well as continuing hard economic realities.</p> <p>The Act centred on the principle of providing people greater freedom to decide which services they needed while also promoting consistent, high quality services across Wales.</p>

1.02	<p>To support this transformation, the Act set out four fundamental principles that all social service provision should adhere to, they are:</p> <p>Voice and control Putting the individual and their needs, at the centre of their care, and giving them a voice in, and control over reaching the outcomes that help them achieve well-being.</p> <p>Prevention and early intervention Increasing preventative services within the community to minimise the escalation of critical need.</p> <p>Well-being Supporting people to achieve their own well-being and measuring the success of care and support.</p> <p>Co-production Encouraging individuals to become more involved in the design and delivery of services.</p>
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1.03	THE REVIEW					
1.04	As part of our review of service delivery we have revisited the framework for supporting Adults to ensure consistency with the Act:					
	Level	Level 1	Level 2	Level 3	Level 4	Level 5
		Self-Care promoted via access to Universal Services	Information, Advice & Assistance to support Emerging Needs	Targeted and Early Intervention for Short Term Support Needs	Longer Term Care and Support Needs	Adults at Risk and Complex Needs
	Population Group	Adults who can maintain overall positive wellbeing through self-care and access to universal services.	Adults whose ability to self-care or maintain wellbeing is starting to deteriorate. Need for some support emerging. The person, carer or family require advice and assistance to support them to self-support / to access community and preventative support or commission their own care and support.	Adults who need targeted support, usually in the short term with the potential to regain skills, independence and self-care.	Adults with high level of need, requiring sustained care and support with essential daily living tasks:	Adults with complex needs or where there are known or suspected to be significant safeguarding concerns. Specialist assessments may be required.

Level	Level 1 Self-Care promoted via access to Universal Services	Level 2 Information, Advice & Assistance to support Emerging Needs	Level 3 Targeted and Early Intervention for Short Term Support Needs	Level 4 Longer Term Care and Support Needs	Level 5 Adults at Risk and Complex Needs
Outcomes	People can find natural solutions to their difficulties, live independently and continue to contribute to society as active citizens.	People can find natural solutions to their difficulties, live independently and continue to contribute to society as active citizens.	People can overcome temporary difficulties to be able to continue to live independently without reliance on statutory services.	People can live active independent lives utilising the least restrictive support solutions to promote self-determination and personal responsibility.	People can live as independently as possible whilst achieving their potential with support that is proportionate to their assessed needs.

1.05 The Framework embodies the Social Services and Wellbeing (Wales) Act 2014 by identifying individual’s own well-being measures and ensuring they are at the centre of the care they receive. The provision of services ranges from universal services through to specialist care and support packages.

1.06 Level 1: Universal Services
 The principals of the Act have led to the development of a range of innovative services in Flintshire, through the introduction of Dewis Cymru and the redevelopment of the Social Services webpages (currently underway). These have enhanced the digital offer and provided access to self-care information and universal services.

1.07 Level 2: Information, Advice and Assistance
 The creation of the Early Help Hub in Children’s Services and SPOA – our Single Point of Access for Adult Social Services have enabled the delivery of information advice and assistance services to support individual’s emerging needs.
 Experienced SPOA Officers provide Information, Advice and Assistance to support individuals and their carers access preventative and early intervention services easily. They sit alongside officers from Flintshire Local Voluntary Council (FLVC) who provide signposting to services available in the third and voluntary sectors.
 The needs identified at Level 2, can often be met through self-funded support arrangements such as Microcare, or self-funded minor aids and adaptations to maintain and improve a person’s independence.

1.08	<p><u>Level 3: Early Intervention</u></p> <p>For those who require targeted early intervention and short term support needs, we have invested in the delivery of reablement focused domiciliary care to increase skills, build confidence and support a return to independent living.</p> <p>Individuals may also benefit from equipment made available through NEWCES (North East Wales Community Equipment Stores).</p> <p>These interventions are short term and meet an assessed need and may also include a period of temporary residential care to support an individual to return home, an example being the D2RA (Discharge to Recover and Assess) at Cyflawni, Marleyfield House or in the independent sector.</p>
1.09	<p><u>Level 4 Care and Support</u></p> <p>For some adults there will be a need for more sustained care and support and help with essential daily living tasks. In some of these cases the local authority, and possibly the health board, are the only body(ies) who can support these care needs and the options available may be a care home placement or supported living package. These services may be directly provided or commissioned. However, it is important to note that individuals may also be able to use their personal resources to support the achievement of their outcomes through self-arranged and self-funded care and support.</p>
1.10	<p><u>Level 5 Complex needs</u></p> <p>There are also some individuals who live with very complex needs where specific support and specialist assessment is required to prevent the risk of harm to themselves or to others. Again the local authority, alongside the health board, may be the body(ies) who can only provide/commission this support.</p>
1.11	<p><u>Strengths and Capabilities</u></p> <p>The Code of Practice for Part 3 of the Act sets out the process for assessing the needs of an individual for care and support, or support in the case of a carer. The Code ensures practitioners work with the individual to identify what matters to them and to identify their strengths and capabilities which in turn drive the delivery of the right care, at the right time and in the right place.</p>
1.12	<p>The Code of Practice for Part 3 of the Act details the function of the assessment and the care and support planning process. The Code outlines the role of the assessment in identifying personal resources and enable individuals to make best use of them to maximise the contribution they can make to achieving their own personal outcomes. Upon the completion of assessment the local authority will determine whether the local authority has a duty to support assessed eligible needs.</p>

1.13	The Framework of Support
1.14	<p>The Framework of Support aligns to the Codes of Practice to support consistency of practice in all aspects of our service delivery. We do this by:</p> <ul style="list-style-type: none"> • providing a framework of care and support to meet individual’s changing circumstances and fluctuating needs and we will deliver this through the revised Framework of Support for Adults. • supporting those who cannot support themselves, and for whom the local authority (and health board) can only provide/commission the support needed. • identifying and enabling all to make best use of their personal resources to maximise the contribution they make to achieving their own personal outcomes. <p>This approach will play an integral part in achieving sustainable social services but it will not resolve the significant financial challenges we face within the context of increasing demand and complexity of need. As an immediate response to pressures we have developed specific actions in relation to domiciliary and Care Home support that align to the principles of our Framework of Support and national charging regulations.</p>
1.15	Domiciliary Care
1.16	<p>The following measures have been implemented to support consistency of decision making and budgetary control:</p> <ol style="list-style-type: none"> a. A Resource Panel considers all requests for additional care for older people and disability services, including Direct Payments. b. Requests to double handle an existing care package are only agreed following a moving and positioning assessment completed by an Occupational Therapist. Single handed care equipment is considered where appropriate. c. People who are receiving a package of care from our inhouse Reablement Team will be expected to move to an independent provider once they are considered to have reached their goals (almost always within 6 weeks or less). Home care managers will identify appropriate people to be placed on a transfer list. Once a reasonable offer of an alternative provider has been made, a date for the move will be agreed with home care and the new agency liaising with each other to ensure the move is smooth. A leaflet is to be developed and provided to people and family setting out expectation prior to the start of in house reablement care. d. A review of the use of direct payments in line with our Framework of Support through a Task and Finish. e. Maximise opportunities for reablement to build independent living skills and reduce reliance on statutory services in line with level 3 of our Framework of Support (Early Intervention).

1.17	Care Home Placements
1.18	People who are ready to leave hospital are discharged within the Discharge to Recover and Assess (D2RA) framework. In line with that framework and where appropriate, the use of step-down beds give people time to recover following a hospital admission and enable an assessment of ongoing needs to be undertaken when the person is out of an hospital environment.
1.19	<p>There are three key types of step-down support offered in Care Homes:</p> <p>a) Short term Reablement Where reablement in a 24/7 care setting has the potential to improve confidence and skills and reduce the need for ongoing care beyond an initial period of support.</p> <p>b) Short term Recovery Where reablement in a 24/7 care setting is not likely to change the need for ongoing care, however a period of recovery outside of a hospital setting is considered likely to provide a more appropriate opportunity to assess the level and type of longer term needs.</p> <p>c) Short term Support Where a reablement package of care in the person's own home is the assessed level of need, however it is not possible to source a package of care at pace and therefore, the individual is supported to move out of a hospital environment into a placement whilst their care package continues to be sourced.</p> <p>The charging arrangements for each of these scenarios is provided in Appendix 1. The arrangements have been reviewed and aligned to prescribed national charging frameworks and any charge is based on an individual financial assessment of ability to pay under the relevant charging regime.</p>

2.00	RESOURCE IMPLICATIONS
2.01	There are multiple factors that impact the budget for adult social care. The most significant pressures are aligned to: i) increased complexity and volume of need ii) responding to sustained hospital discharge pressures/flow and iii) increased costs of top up fees. As we approach the winter months there is a risk that demand will increase and lead to further financial impact.
2.02	<p>Predicting spend is complex as service provision is demand led and client contributions to care (income) is based on assessed ability to pay with different charging regulations covering:</p> <ul style="list-style-type: none"> ➤ Domiciliary care with a £100 a week maximum charge ➤ Short Term Reablement in a Care Home setting ➤ Short Term placement in a Care Home ➤ Temporary placement in a Care Home ➤ Permanent placement in a Care Home

2.03	In addition to our standard fees some Care Homes charge residents an additional top up fee. Where there is clear evidence that the family are unable to pay the additional amount there are circumstances where the local authority will provide financial support which is met from our core budget, again contributing to financial pressures.
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3.00	IMPACT ASSESSMENT AND RISK MANAGEMENT
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3.01	People in hospital may decline the offer of step-down bed where there is an assessed charge. Potentially, people who are medically optimised who don't wish to pay their assessed financial contribution may remain in a clinical environment longer and risk further deconditioning. Delayed discharges are reported regionally and this would have an impact of Flintshire local authority's discharge performance.
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3.02	A financial assessment is undertaken for all those who are assessed as having a care and support needs and for whom a charge may apply. Parts 4 and 5 of the Social Services and Wellbeing (Wales) Act set out the financial assessment and charging procedures. Financial assessments are applied in an equitable way ensuring that those who are able to financially contribute to their care do so.
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4.00	CONSULTATIONS REQUIRED/CARRIED OUT
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4.01	The Framework of Support is in line with legislation which the authority has adhered to since 2016. Parts 4 and 5 of the Social Services and Wellbeing (Wales) Act set out the financial assessment and charging procedures.
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5.00	APPENDICES
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5.01	Appendix 1: Discharge to Recover and Assess: Arrangements for step-down support and associated financial charging
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6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
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6.01	Sustainable Social Services for Wales: A Framework for Action https://www.gov.wales/sites/default/files/publications/2019-06/sustainable-social-services-for-wales-a-framework-for-action.pdf
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6.02	Social Services and Wellbeing (Wales) Act 2014 https://socialcare.wales/resources-guidance/information-and-learning-hub/sswbact
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6.03	Part 3 Code of Practice https://www.gov.wales/sites/default/files/publications/2019-05/part-3-code-of-practice-assessing-the-needs-of-individuals.pdf
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7.00	CONTACT OFFICER DETAILS
7.01	<p>Contact Officer: Jane Davies – Senior Manager Safeguarding and Commissioning Telephone: 01352 702503 E-mail: jane.m.davies@flintshire.gov.uk</p>

8.00	GLOSSARY OF TERMS
8.01	<p><u>Discharge to Recover and Assess (D2RA) principle:</u></p> <p>This principle requires the local authority to offer a proportionate assessment in order to make an interim decision regarding discharge planning.</p>
8.02	<p><u>Dewis Cymru:</u></p> <p>Dewis Cymru is the place to go if you want information or advice about your well-being – or want to know how you can help somebody else.</p>