



**ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE**  
**7 NOVEMBER 2022**

**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 advise the Committee of the current demand pressures being faced by the County Council's Adults and Communities Department, including people waiting for care and support, an overview of waiting lists and the current allocations across the County Council's Adults and Communities Department Care Pathway Teams.
2. The Committee is asked to note this report and make any comment on the issues covered.

**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.

### **Background**

9. On 4 August 2022, the Association of Directors of Adult Social Services (ADASS) published the results of a survey, "People Waiting for Assessments, Care or Reviews".
10. Some key headline information is listed below. The report collated information and figures from local authorities and stated that, nationally adult social care is buckling under unprecedented pressures:
  - i. The latest figures have emerged from a count carried out by ADASS on 30 April 2022, through its members in local councils across England. The results are extrapolated from responses from 83 councils (55% of those concerned).
  - ii. Almost 300,000 people are now waiting for an assessment of their needs by social workers, an increase of 90,000 (44%) in five months. One in four has been waiting longer than six months.
  - iii. At this rate of increase, the number waiting will hit 400,000 by November 2022 – double the total 12 months previously.
  - iv. On the count date, a total 294,449 people were awaiting the for an assessment of their care and support needs, of whom 73,792 had been waiting more than six months.
  - v. A further 37,447 people who had been assessed as needing a service were waiting for it to begin or for their first direct payment to arrange it for themselves. 210,106 people receiving a service or payment were overdue for a review under the terms of the Care Act.
  - vi. In all, 542,002 people were awaiting assessment, review or the start of a service or direct payment – an increase of 37% on an equivalent count in November last year.
  - vii. 82% of respondents reported increased numbers of referrals of people from hospital and 74% were reporting more referrals or requests for support from the community.
11. In April 2022, the adult social care teams within the Department were restructured. The restructure introduced several service and performance improvements towards delivery of the Adults and Communities Strategy and the Target Operating Model, reflecting the short-term focussed interventions provided to prevent, delay, and reduce dependency, and the longer-term case management of people who use the Council's services to meet their eligible social care needs.

### **Adult Social Care teams and service delivery models following restructure**

12. Following restructure, the Care Pathway model of working is determined by a Home First, Short Term Intervention and Hospital Discharge, and a longer-term Operational Commissioning service which deals with complex case management and commissioning.

*Home First, Short Term Intervention and Hospital Discharge, East and West*

13. This service, on the whole deals, with older adults over the age of 65. Home First services aim to provide short-term, targeted intervention to:
- support discharges from hospitals;
  - prevent hospital admission;
  - prevent admission to long-term building-based care;
  - respond to people experiencing a social care crisis in the community;
  - support recovery to regain independence or a level of sustained and stable improvement.
14. Staff within the service work with partners to achieve the best possible outcome for individuals with health and social care needs. The case management function will provide a knowledgeable and flexible response to meet local demand. The aim is to work in a more co-ordinated way to make best use of available services.

*Operational Commissioning*

15. This includes a Cognitive and Physical Disability Service, Learning Disability and Autism Service and the Mental Health Service and is a place-based service within the County divided into three paired locality district areas:
- Blaby, Oadby and Wigston, and Harborough;
  - Charnwood and Melton;
  - North West Leicestershire and Hinckley and Bosworth.
16. Complex and longer-term work (not within the remit of Home First) is assigned to teams in three specialisms as outlined below in paragraphs 17-19. Co-working is encouraged when meeting the needs of complex individuals. The clear expectation is that place-based teams will meet the needs of those within their locality area.
17. Locality based teams include a mix of the following with a primary focus to promote and progress independence and wellbeing:
- i. Community Reablement Workers who support people for a time limited period to achieve independence goals;
  - ii. Community Support Workers who deliver Care Act assessment, support planning, commission eligible services, and case management;
  - iii. Social Workers who are responsible for more complex work including Care Act Assessment, Safeguarding, Vulnerable Adults Risk Management, Mental Capacity Assessments/Best Interests decisions, Court work.
18. *Cognitive and Physical Disability* - The service provides support for adults with physical disabilities and older people with eligible needs related to frailty and cognitive disabilities, arising from long term conditions such as dementia, stroke, Parkinson's disease and brain injury. The service supports adults with early onset dementia including alcohol related dementia where the primary need is linked to needs arising from dementia rather than alcohol dependency.

19. *Learning Disability and Autism* provides support for all adults over the age of 18 who approach the local authority for social care support in relation to either learning disability or autism.
20. The *Mental Health Service* provides support for all adults over the age of 18 who approach the local authority for social care support in relation to either mental health or substance misuse support. This in the main is linked to whether people will be supported through the Leicester, Leicestershire and Rutland (LLR) Integrated Community Mental Health System.
21. The Adult and Communities Department also includes a range of other service areas that are responsible for supporting the County Council with compliance with its Care Act duties. These services and their roles are outlined below:
  - i. The *Customer Service Centre (CSC)* is the first point of contact for adult social care. It receives all new requests for support for adult social care by three channels - telephone, web-based contact form, or via the digital portal. The CSC provides advice and information to the people of Leicestershire, internal and external partners. Staff signpost people to the most appropriate service and/or refer to external partners such as the police, Leicestershire Partnership NHS Trust or LLR Integrated Care Board. The CSC aims to resolve as many queries at the first point of contact as possible.
  - ii. The *Safeguarding Adult Team* ensures that there is a consistent and timely approach to applying safeguarding thresholds, identifying and addressing immediate risk and establishing the outcomes of the person involved, in line with "Making Safeguarding Personal" principles.
  - iii. The *Domiciliary Review Team* provide a county-wide response undertaking statutory reviews of domiciliary care, Community Life Choices and direct payments for all people living in their own homes (save where a person has Section 117 aftercare eligibility under the Mental Health Act 1983, or is living within supported living).
  - iv. The *Accommodation Review Team* is responsible for carrying out an annual statutory Care Act Review for all service users with a funded residential/supported living/Shared Lives package of care from the local authority.
  - v. The *Occupational Therapy (OT) Service* carries out assessments and makes recommendations to promote safety and maximise people's independence and wellbeing. OTs focus on activities and occupations which are meaningful to a person and look at ways of enabling them to manage these activities as safely and independently as possible. OTs work closely with care providers and provide equipment to enable safe moving and handling in the home.
  - vi. The *Deprivation of Liberty Safeguards (DOLS) Team* provides multi-professional assessments for people who lack the mental capacity to consent to their support package or restrictions in place to keep them safe and well. There are five assessments that make up the DOLS that require sign-off by social care managers.

- vii. The *Young Adult Disabilities Team* supports young people with an Education Health and Care Plan, who are likely to have needs for care and support as an adult to ensure those eligible social care needs are met. The team works in partnership with Council's Children and Family Services Department and other agencies, including local special education schools and health, and provide information advice and guidance about adult social care for people aged over 16 (from year 11) to help prepare them for the journey into adulthood.

### Departmental Activity

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

<b>Activity</b>	<b>Number in 2021-22</b>
<b>Contacts</b>	38,909
<b>Assessments</b>	7,795
<b>Reviews</b>	12,195

23. 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 individual managers to aid performance and quality monitoring.
- Departmental performance considered monthly by management.

24. Below is a summary of the findings from a managers' audit undertaken on 1 September 2022, and the Business Intelligence Information available in 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.

25. The number of people awaiting allocation to a named worker in October 2022 is shown in the table below:

<b>Service Area</b>	<b>Total Waiting</b>	<b>Waiting &gt;28 Days #</b>	<b>Waiting &gt;28 Days %</b>	<b>Waiting &gt;6 Mths #</b>	<b>Waiting &gt;6 Mths %</b>
<b>Home First</b>	899	576	64.1%	1	0.1%
<b>Cognitive and Physical Disability</b>	328	217	66.2%	22	6.7%
<b>Learning Disability and Autism</b>	76	33	43.4%	2	2.6%

<b>Mental Health</b>	250	159	63.6%	9	3.6%
<b>Occupational Therapy</b>	624	521	83.5%	133	21.3%
<b>Deprivation of Liberty Safeguards</b>	799	687	85.9%	174	21.8%

26. 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).
27. The table below shows the number of overdue reviews for people in receipt of long-term services for more than 12 months as at October 2022:

<b>Service Type</b>	<b>Total Overdue</b>	<b>Overdue by &lt; 6 Mths</b>	<b>Overdue by 6-12 Mths</b>	<b>Overdue by &gt;12 mths</b>	<b>Overdue by &gt;6 Mths</b>
<b>Community</b>	782	605	126	51	22.6%
<b>Residential</b>	529	387	117	25	26.8%
<b>Total</b>	1,311	992	243	76	24.3%

### **Management of Case Allocation**

28. New referrals are either resolved by the CSC team or transferred to the appropriate Care Pathway Team for follow up.
29. All 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.
30. Team Managers/Leaders review the lists of unallocated cases as they are received into the team trays. Cases are given a priority status – High, Medium, Low - based on the adult social care system definitions. The attached Appendix sets out the breadth of activity in terms of high, medium and low priority.
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 Adults and Communities to ensure best outcomes and use of wider resources where appropriate.
33. Requests for new 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. Requests for renewals are up to date.

### **Nature of waits and activity held in teams**

34. The table below sets out the proportion of cases of cases awaiting allocation within each priority weighting:

<b>Service Area</b>	<b>Low</b>	<b>Medium</b>	<b>High</b>
<b>Home First</b>	11.6%	48.8%	39.6%
<b>Cognitive and Physical Disability</b>	15.5%	45.0%	39.5%
<b>Learning Disability and Autism</b>	12.7%	51.2%	36.1%
<b>Mental Health</b>	21.6%	39.8%	38.6%
<b>Occupational Therapy</b>	14.7%	76.6%	8.7%
<b>Total</b>	14.2%	56.5%	29.4%

### Analysis of local and national data

35. Further detail and analysis of the ADASS survey report, completed by the Council's Data and Business Intelligence Team, compared data within the national ADASS report and the position for the Adults and Communities Department.
36. In the report, ADASS stated that the number of people waiting for assessment, care, or review across the country had increased by 36.9% between November 2021 and April 2022. Leicestershire took part in the ADASS surveys of these two months, and equivalent figures show a 34.7% increase from 2,700 waiting in November 2021 to 3,629 in April 2022.
37. The number of people specifically waiting for an assessment increased by 30.2% across England based on those responding to the ADASS surveys in March and April 2022. In Leicestershire the equivalent increase was 4.6%.
38. It should be noted these figures do not compare back to November 2021 due to an adjustment in ADASS definitions to include those awaiting a DOLS assessment.
39. In England, one in four (25%) people had been waiting for an assessment in April for over six months. In Leicestershire this proportion was lower at 16%.
40. Comparing the position between April 2022 and March 2022, the number of people waiting for care and support or a direct payment to begin in England, increased by 39.8% in just one month. In Leicestershire, the change in those few weeks was a 4% decrease (three people) from 72 to 69 people. [The Department's Home Care wait list numbers have been decreasing through this calendar year, particularly the first 4-5 months, when the current figure as of 30 August was 56.]
41. 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 increased by 2.9% nationally between March and April 2022 (having fallen by 6% between February and March). In Leicestershire the difference between March and April was a 2% reduction – down from 1,600 waiting in March to 1,570 in April.

## **Resource Implications**

42. Following the restructure in April 2022, the Care Pathway establishment staff numbers of full-time equivalent posts (FTE) was 365 excluding management posts. Of the 365 posts, there were 49 FTE vacancies. Following a targeted recruitment drive, this had reduced to 19 FTE vacancies as at September 2022.
43. The staff resource available to meet demand for assessments and reviews of care arrangements has a direct bearing on the number of people waiting for allocation and the time people will wait to be allocated. Whilst the Department has had some success in recruitment during the last year, reducing vacancies from 13% to 5% across the pathway, there remains a target reduction in posts as part of the departmental Medium Term Financial Strategy requirement.
44. The numbers of people waiting for assessment or review could affect the forecasting of departmental spend against budgets regarding retrospective funding of agreed service provision.
45. Increased demand for assessment and review could affect the amount of staff resource needed if the ambition is to reduce waiting times significantly.
46. Social Care reforms due to be implemented April 2023 could see a significant increase in Care Act assessments for self-funders and quality assurance inspection will look at how the Department manages its Waits and Risks to inform its assurance outcomes ratings.
47. The Director of Corporate Resources and Director of Law and Governance have been consulted on the content of this report.

## **Conclusions**

48. 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.
49. 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.
50. 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.
51. 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.



52. Whilst it is expected that the Department will always have some waits for allocation it would be reasonable to expect that new referrals are allocated within four weeks and that people who are in receipt of services are reviewed within a 12-month period.
53. 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.
54. It is recognised that teams are proactive in their management of risks but need to have further guidance and a consistent approach. A policy document is being developed aimed at providing the advice, information, and data references to ensure a robust and consistent management of waits and associated risks going forward.
55. In the National Survey report, ADASS stated that the number of people waiting for assessment, care, or review across the country had increased by 36.9% between November 2021 and April 2022. Leicestershire took part in the ADASS surveys, and the equivalent figures show a 34.7% increase from 2,700 waiting in November 2021 to 3,629 in April 2022.
56. 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.
57. Summary of data performance since April 2022:

<b>Definition</b>	<b>23 May 2022</b>	<b>27 June 2022</b>	<b>1 September 2022</b>
<b>Count of cases in locality planned trays and DOLS</b>	1,663	1,454	1,494
<b>Count of cases in locality planned trays for over six months</b>	305	246	165
<b>Count from LAS of current requests with Home Care Brokers and awaiting package of care start</b>	46	47	69
<b>Number of service users without a review in the past 12 months</b>	1,598	1,566	1,364

58. As part of performance monitoring within the Target Operating Model, the audit of waits and risks will be included within the regular audit programme.

### **Background papers**

- Report to the Cabinet: 23 November 2018 – Adult Social Care Target Operating Model - <https://politics.leics.gov.uk/ieListDocuments.aspx?MIId=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) - Results of a survey, People Waiting for Assessments, Care or Reviews – <https://www.adass.org.uk/surveys/waiting-for-care-july-22>

**Circulation under the Local Issues Alert Procedure**

59. None.

**Equality and Human Rights Implications**

60. 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.

**Appendix**

Assessment of Priority for Assessment in Adult Social Care

**Officers to Contact**

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