

Out of Area Repatriation

Business Case: Care in Cambridgeshire for People with Learning Disabilities

Summary of the Opportunity

This business case responds to the opportunity to achieve improved outcomes for people with learning disabilities and financial efficiency for the local authority by identifying and providing suitable care arrangements in Cambridgeshire for people who are currently living in other counties.

The work programme will achieve 2 outcomes:

1. A comprehensive review of all current out of area placements and a managed programme to organise care in Cambridgeshire where it is in service users' best interests and in line with their wishes.
2. A strategic commissioning review of the sufficiency of care provision in Cambridgeshire now and in the future – and plan to create the additional capacity and improved commissioning processes we will need to minimise the number of new out of area placements in future.

To deliver these objectives we are requesting investment from the Transformation Fund for two additional social worker posts. This investment will be set against savings to be achieved from the cost of care provision.

The investment requested is for a total of £120k and the saving projected from this work programme is £373k, to be achieved in 2018/19.

Out of Area Placements

There are currently 130 people with learning disabilities supported by the Learning Disability Partnership (LDP) living in care settings which are beyond the Cambridgeshire border. The most common reason for provision being made out of area is to care for people with complex and very significant needs which require very specialist support not available locally. Often these placements can be very high cost, in particular where very resource intensive support is required such as specialist inpatient settings.

There are also a variety of other factors. For example in some instances there are safeguarding reasons which make an out of area placement most appropriate; for some individuals their cultural and religious needs mean that the most appropriate placement is outside the area; and in other instances there is a preference from the

service user and their family for a home which is beyond the border but not far from their family home and community.

This business case focuses on repatriating those service users within the out of area cohort who wish to return to Cambridgeshire and whose needs could be equally well or better met with local provision. The 'scale of opportunity' section on page 3 explains the cohort we want to work with more fully.

Capacity Requirements

Delivering a programme of repatriation is an extensive piece of work – requiring significant dedicated social work capacity alongside strategic commissioning and brokerage input. The funding of two additional dedicated posts is requested to deliver the lengthy process for every repatriation case which is shown below.

1. Assessment of need in line with The Care Act 2014 – requires full involvement of person being assessed and, where they need assistance to understand the assessment process, anyone that is acting as their advocate. This could be a family member or, if not, this will require referral to advocacy. There is also the process of agreeing and signing off the assessment with the person and within the Council.
2. Determination of eligibility for services (this is separate to the assessment but part of the process – listed separately to be clear on all stages).
3. Calculation of indicative budget based on assessment of need.
4. Discussion with the person and their family as part of the support planning process around potential to move back to County seeking their views and wishes and taking into account their community networks and other variables.
5. Support plan revised as required and signed by the Council and person.
6. Placement finding process – looking at all available vacancies to determine if needs could be met or deciding if a new service needs to be commissioned.
7. Accommodation needs to be considered and identified. This may mean existing vacancies, acquisition of new properties or even new build in some circumstances.
8. Mental Capacity Act 2015 (MCA) assessment and, if needed, a best interest process which has to look at all of the available options which may meet a person's needs (including staying in existing provision). There is potential for court of protection proceedings which are complex with timeframes agreed through the court.

9. Transition planning – includes staff recruitment and training as well as potential visits of person and family. Consideration of Deprivation of Liberty Safeguards which again may include a potentially lengthy court process
10. Move to progress
11. Review after placement and subject to complexity of the case it would be done frequently or at least annually.

In delivering the above, there is a legal requirement to work collaboratively with the person in assessment and support planning – this means that they have to be as involved as possible in the process and have access to an advocate where this is needed. Similarly the MCA requires the Council to make all reasonable efforts to present information and decisions in a way that maximises a person's ability to make a decision. For people with learning disabilities this can include assessments around communication and provision of aids to facilitate communication meaning an assessment usually requires a series of structured meetings for each service user. Decisions around the capacity of the individual to make decisions are time and decision specific, it is not a blanket decision about capacity.

Timescale

Given the length and complexity of the process we have modelled the repatriation taking on average 9-12 months to complete – meaning the associated financial benefit will be delivered in the 2018/19 financial year.

In some cases we already have a new intended placement lined up in Cambridgeshire and therefore will hope to organise moves to take place in the latter part of 2017/18 – meaning potentially some financial saving this period.

Scale of the Opportunity

Moving a service user from an out of area placement to one in Cambridgeshire can be a really positive outcome. Where new care provision, which matches needs, has been created or existing care provision is available within Cambridgeshire we have the opportunity to support a move closer to friends, family and communities and ensuring support from our teams is close at hand.

However it will not be appropriate in every case. In particular where service users have made a deliberate choice to move away or have formed close friendships and links to the local community out of area they will not want to return. Equally there are some people living only just over the border and not far from their local community. A further important consideration is that for some people with learning disabilities significant change is extremely unsettling and therefore moving care provision would risk undermining the stability of their care and ultimately the stability of their lives. In determining someone's best interests their wishes are paramount, as is the imperative to ensure the provision is suitable for their needs. In some cases these

considerations will support repatriation and in others they will mean that an out of area placement remains the best option.

As well as the positive impact on outcomes, there is the potential for new care arrangements in Cambridgeshire to be better value for money than out of area provision. Savings can be delivered through reassessment and reducing or refining the care package and through a brokerage/negotiation process to ensure the placement is offering best value for money. In some instances where an out of area placement was identified as the only viable provision to meet a more specialist need (at the point it was needed) the price may well have been artificially high. In those cases if we can successfully identify or create new provision then there is a good chance we'll be able to agree a model with the new provider which meet needs at lower costs. But again we should not assume that this will always be the case. Needs will usually be unchanged and so in some instances the cost of Cambridgeshire based provision will be just as high as the out of County provision and therefore repatriation will lead to savings in some cases but not in others. An additional consideration is that the cost of living in Cambridgeshire is high compared to many of our out of area placements leading to higher living costs as well as more difficulty recruiting care staff at competitive rates. For some fictional examples of the complexities involved in predicting savings from this work, see Appendix 1.

Given the above discussion we have undertaken an analysis of the existing out of area cohort to identify the proportion for whom repatriation might be appropriate and to model a realistic level of saving we might expect from this work.

There are 130 clients that are currently living out of area. Of these, the split between those where repatriation may or may not be appropriate is shown below.

| | clients | value |
|--|----------------|--------------|
| Desktop analysis indicates repatriation could be beneficial | 27 | c5M |
| Desktop analysis shows that repatriation is inappropriate | 68 | c4M |
| Desktop analysis was inconclusive, further investigation including meeting the service user and provider needed to determine if repatriation could be beneficial | 35 | c1.5M |
| Total | 130 | 10.5M |

The 68 instances where we are not initially suggesting people return to Cambridgeshire are for a variety of reasons – as highlighted below.

| | |
|--|----|
| Client has been in placement for over 15 years and so is very clearly settled in their community | 26 |
| Client is placed on the border of Cambridgeshire | 18 |
| Client has established links in the area they are placed | 10 |

| | |
|---|-----------|
| Moving the placement to Cambridgeshire is likely to decrease the outcomes for the client | 12 |
| Client moved to alternate provision out of area to deliver savings and maintain current network | 1 |
| Client has capacity and does not wish to move | 1 |
| Total | 68 |

In order to model the financial impact of this work we are estimating that 37 service users will be the focus of the programme – this includes the 27 already identified and a proportion of those still under consideration.

The savings estimate from these 37 cases is modelled as below. It applies a confidence level to account for the likelihood that not all cases will lead to a move into Cambridgeshire and assumes that the packages with a higher existing cost will deliver a higher level of saving.

| Annual Cost of Care Package | Number of People | Size of Saving per person | Confidence Level | Total Saving |
|------------------------------------|------------------|---------------------------|------------------|--------------|
| Less than £50k | 1 | £0 | 50% | £0 |
| £50k - £100k | 9 | £10k | 50% | £45k |
| £100k - £150k | 15 | £15k | 50% | £113k |
| More than £150k | 6 | £30k | 50% | £90k |
| Cohort due to move into Glebe Farm | 5 | £25k | 100% | £125k |

The potential savings at the confidence levels shown is £373K.

Strategic Commissioning To Prevent Further Out of Area Placements

As well as working to bring people who are currently out of area back, it is equally important that we have a focus on minimising the number of new out of area placements we make in future.

Achieving this has a number of work strands, we will;

- Enhance the oversight and governance arrangement associated with cases where an out of area placement is being considered – to ensure every alternative has been exhausted before approval is given;
- Establishing a more forward looking placement planning and brokerage process so that we are identifying people whose needs are harder to meet

earlier – and so begin planning and commissioning provision in Cambridgeshire well ahead of time;

- Develop flexible in-house care provision which can help us meet the needs of people for an initial period whilst we identify and plan the best possible care setting for a person's longer term future;
- Enhance our market management of the local care economy – undertaking a strategic review of the capacity we need now and in the future for the patterns of needs we anticipate. This will allow us to work with the provider market to stimulate the new provision we need.

This strategic commissioning work will be delivered by the existing resource within the Commissioning Directorate and so we are not including a resource request for this element of the business case.

We know that out of area provision can come at an additional cost, especially where we have limited alternative options, and so if we can stimulate the market of in-county provision we will constrain future spend on care placements. This will not achieve a saving but will mitigate potentially significant cost pressures which would otherwise emerge. This element of the business case is therefore of equal importance to the repatriation workstream and is a vital part of our long term demand management strategy.

Interdependencies

We need to ensure that the savings delivered through this repatriation work are separated from the savings delivered through the Project Assessment Team's project to review high cost packages to ensure that the savings are not double counted. It is unlikely that we will be able to deliver the estimated £10k of saving per case through the review of a high cost package and then deliver further savings on the same case through repatriation to Cambridgeshire.

However if we begin work on repatriation but then find that this will not be appropriate the case would then still be considered by the PAT team – potentially still leading to savings, just not as a result of a move to Cambridgeshire.

Equally the cohort of 68 cases not considered for repatriation will still also be reviewed by the PAT team. Savings can be delivered without repatriation through reviewing placement support and considering moving provision within the out of area local area.

Current Position

Of the 27 people, there are 7 people who have a plan for repatriation as well as timescales. 5 of these are part of a cohort who are due to move into a new service in Q4 2017/18. The other 2 people are due to return back to county once they have finished their education in Q3 2017/18 and Q2 2018/19 respectively.

These plans are being delivered through a combination of 'business as usual' from the LDP Locality Teams and a single dedicated social worker from the PAT team. Focus on the repatriation work is withdrawing capacity from the PAT team to deliver savings from reviewing high cost placements.

There is significant work to complete with 20 cases already identified as possibilities for repatriation as well as further assessment work with 35 cases to determine if repatriation should be considered. In order to ensure that this work gathers pace and does not detract from other savings and service priorities, it is important that there is resource dedicated to repatriation.

Appendix – Fictional Examples of Different Types of Case and they expected financial impact

Case A

Ms Smith is placed in a residential provision in Bradford at a cost of £80k a year. A social worker reassesses Mrs Smith as part of the current review workstream delivering a saving of £10k on her care package. Mrs Smith has capacity and does not wish to move back to Cambridgeshire.

Outcome: Mrs Smith does not move back to Cambridgeshire, savings are delivered through reassessment and brokerage.

Case B

Mr Jones is placed in a residential setting in Cardiff. His family live in Cambridgeshire and would support a move to in county. There are no placements available in Cambridgeshire. Mr Jones' needs are assessed and a service commissioned by the Commissioning Directorate to meet the needs at the same cost. This process takes 18 months and then Mr Jones returns to county.

Outcome: No savings achieved, Mr Jones returns to county after 18 months with a likelihood of increased outcomes due to closer proximity to informal network.

Case C

Ms Black is placed in a residential provision in Lincoln. She does not have capacity and her advocate would in principle support a move back to Cambridgeshire. There is a supported living placement available in Lincoln at a 10% reduced cost. There is also a supported living placement available in Cambridgeshire at a 5% reduced cost due to the higher cost of living in Cambridgeshire. Ms Black's advocate would support either placement.

Outcome: Ms Black is placed in a supported living placement in Lincoln at a 10% reduced cost.

Case D

Mr White is placed in a residential provision in Scarborough where he is stable and well-supported at a cost of £80k a year. He does not have capacity and his advocate would, in principle, support a move back to Cambridgeshire. There is a residential placement available in Cambridgeshire at a cost of £80k a year. A social worker reassesses Mr White in his current placement as part of the review workstream and the brokerage team negotiate Mr White's package down to £70k a year delivering a saving of £10k a year.

Outcome: Mr White remains in his current placement with his package negotiated down to £70k.

Case E

Ms Singh is placed in a supported living placement in Coventry. She is stable, well-supported and her family live nearby. There is a residential placement available in Cambridgeshire at a 15% reduced cost. Ms Singh does not have capacity and her advocate would not support a return to Cambridgeshire since her outcomes are likely to be reduced.

Outcome: Ms Singh remains in her placement in Coventry.