

Bromley Borough Based Board

DATE: 3rd March 2022

<p>Title</p>	<p>Outcome of review of Bromley continuing care/continuing healthcare services – agreement on next steps to establish a long-term sustainable model</p>
<p>This paper is for decision</p>	
<p>Executive Summary</p>	<p>The Bromley continuing care (CC)/continuing healthcare (CHC) team delivers work to meet the statutory requirements of the (i) National Framework for Children and Young People’s Continuing Care – 2016 and (ii) National Framework for NHS Continuing Healthcare and NHS-Funded Nursing Care – October 2018.</p> <p>Bromley has a larger and older population than the other five boroughs in South-East London, with a greater number of residential care and nursing homes. This results in a significant amount of additional activity in the Bromley CC/CHC team relative to other areas.</p> <p>There has been a significant impact from the covid-19 pandemic on the CC/CHC team notably with changes to the hospital discharge pathway.</p> <p>There are also additional responsibilities and demands that are being placed on the CC/CHC team at this time with (i) planning for the implementation of Liberty Protection Safeguards (LPS), (ii) the decision to pilot a joint direct payments Personal Health Budgets (PHBs) service across Bromley Council/the CCG and (iii) additional new nursing home places opening in the borough in 2022-23.</p> <p>In light of these challenges, in November 2021, the Bromley Borough Based Board agreed to establish a six-month winter pressures CC/CHC team whilst a review of the current Bromley CC/CHC function was undertaken in order to look at a long-term sustainable model for this service.</p> <p>This paper sets out the outcome of the review of Bromley CC/CHC and sets out proposed next steps for this service.</p>
<p>Recommended action for the Committee</p>	<p>The Bromley Borough Based Board to:</p> <ol style="list-style-type: none"> 1. note the outcome of (i) the establishment of a CC/CHC winter pressures team agreed at the BBBB in November 2021 and (ii) the outcome of a review of the Bromley CC/CHC service. 2. in consideration of the outcomes of the review of the Bromley CC/CHC service, agrees that the Associate Director of Integrated Commissioning by 30th June 2022: <ul style="list-style-type: none"> • shall lead work on behalf of the CCG to deliver a commissioned One Bromley standard/core CHC function for the provision of nurse-led assessment and reviews of eligible clients.

	<ul style="list-style-type: none"> reorganises the existing in-house CC/CHC team to deliver enhanced leadership in the service, aligned work with the commissioned service, a new focus around complex cases/children and young people, and improved integrated working with the London Borough of Bromley. extends the existing interim cover in the team whilst these changes are put in place. 				
<p>Potential Conflicts of Interest</p>	<p>None.</p>				
<p>Impacts of this proposal</p>	<table border="1"> <tr> <td data-bbox="379 663 699 1272"> <p>Key risks & mitigations</p> </td> <td data-bbox="699 663 1492 1272"> <p>Bromley CCG has statutory duties in relation to supporting clients eligible for CC/CHC, including with assessments to determine eligibility, an equitable decision-making tool (DST) decision, as well as three month and annual reviews. The CCG also has responsibilities in terms of the review of individuals eligible for NHS Funded Nursing Care (FNC).</p> <p>The CCG works closely with Bromley Council's children's and adults social care services in order to fulfil these duties, with leads from these services involved in the CCG's DST process.</p> <p>There are no risks to Bromley Council from these proposals as (i) any funding for CHC staffing or packages is solely the duty of the CCG and (ii) the Council and CCG are working closely together to ensure clients are supported in an integrated way across adult social care and CHC.</p> </td> </tr> <tr> <td data-bbox="379 1272 699 2049"> <p>Equality impact</p> </td> <td data-bbox="699 1272 1492 2049"> <p>The Bromley CC/CHC team ensures that services are in place to meet the needs of children, young people and adults in accessing packages of care to meet their assessed needs. The operating model for CC/CHC includes responsibilities for the service in liaising with eligible clients and/or relevant family or friends (as required) to engage them on potential packages of care and to ensure input into the approach to the delivery of care/support.</p> <p>The CCG is at risk of not meeting its statutory duties in circumstances where the CC/CHC team is unable to deliver packages of care to meet the assessed needs of clients. CC/CHC clients are, by definition, at particular risk as this includes individuals with a medical condition which may be inhibiting their breathing, as well as people with disabilities and individuals who are at the end of their lives.</p> <p>The outcomes for clients with the establishment of a long-term sustainable model for CC/CHC will be monitored as part of the establishment and then operation of the new service.</p> </td> </tr> </table>	<p>Key risks & mitigations</p>	<p>Bromley CCG has statutory duties in relation to supporting clients eligible for CC/CHC, including with assessments to determine eligibility, an equitable decision-making tool (DST) decision, as well as three month and annual reviews. The CCG also has responsibilities in terms of the review of individuals eligible for NHS Funded Nursing Care (FNC).</p> <p>The CCG works closely with Bromley Council's children's and adults social care services in order to fulfil these duties, with leads from these services involved in the CCG's DST process.</p> <p>There are no risks to Bromley Council from these proposals as (i) any funding for CHC staffing or packages is solely the duty of the CCG and (ii) the Council and CCG are working closely together to ensure clients are supported in an integrated way across adult social care and CHC.</p>	<p>Equality impact</p>	<p>The Bromley CC/CHC team ensures that services are in place to meet the needs of children, young people and adults in accessing packages of care to meet their assessed needs. The operating model for CC/CHC includes responsibilities for the service in liaising with eligible clients and/or relevant family or friends (as required) to engage them on potential packages of care and to ensure input into the approach to the delivery of care/support.</p> <p>The CCG is at risk of not meeting its statutory duties in circumstances where the CC/CHC team is unable to deliver packages of care to meet the assessed needs of clients. CC/CHC clients are, by definition, at particular risk as this includes individuals with a medical condition which may be inhibiting their breathing, as well as people with disabilities and individuals who are at the end of their lives.</p> <p>The outcomes for clients with the establishment of a long-term sustainable model for CC/CHC will be monitored as part of the establishment and then operation of the new service.</p>
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	Financial impact	<p>Financial impact information will be available at the next stage of the project following outline discussions with One Bromley partners on a partnership delivery model. All commissioning will be subject to the CCG's contract standing orders (CSOs) and other relevant procurement requirements.</p> <p>It is the sole duty of the CCG to fund CHC and there are no costs to Bromley Council in the funding of CHC staffing resources or packages of care.</p>
Wider support for this proposal	Public Engagement	Engagement with service users is at the heart of the work of the Bromley CC/CHC team. Feedback from clients, families and carers will be considered in assessing the impact of the CC/CHC long-term proposals. Additional engagement be considered further as part of the establishment of a long-term sustainable model for CC/CHC.
	Stakeholder Discussions	There have been a number of discussions with key stakeholders, including Bromley Council's adult social care services on the future approach to CHC. This will be considered further as part of the establishment of a long-term sustainable model for the service.
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Executive Sponsor:	Sean Rafferty, Assistant Director of Integrated Commissioning	



Outcome of review of Bromley continuing care/continuing healthcare services – agreement on next steps to establish a long-term sustainable model – March 2022

1. Bromley CYP continuing care(CC)/adults' continuing healthcare (CHC)

1.1 The Bromley continuing care (CC)/continuing healthcare (CHC) team delivers work to meet the statutory requirements of the (i) National Framework for Children and Young People's Continuing Care – 2016 and (ii) National Framework for NHS Continuing Healthcare and NHS-Funded Nursing Care – October 2018.

1.2 The primary functions of the CC/CHC team are to:

- assess and review clients for CC (children and young people) and CHC (adults) funded packages in line with the checklist/decision support tool (DST) processes set out in the national frameworks, or for those who are rapidly deteriorating and may be entering a terminal phase to “fast track” these to ensure that immediate provision of care is in place.
- with the establishment of the August 2020 national hospital discharge and community support policy and operating model in relation to the covid-19 pandemic, to assess clients in terms of their CHC eligibility within four weeks of their discharge from hospital.
- source and set-up packages of care for eligible clients, including domiciliary care and residential care services.
- in circumstances where the eligibility of a client for CHC is in dispute due to the possibility of inadequate decision-making in the CCG, to coordinate and undertake the two stage local appeals process and, in some cases, following this, to coordinate activities with NHS England's Independent Review Panel (IRP) process.
- undertake case management activities, including monitoring the care of all CC and CHC eligible clients
- undertaking actions to support the expansion of the Direct Payments Personal Health Budgets (PHBs) with nurses' assessors delivering full case management responsibilities, drafting support plans with individuals and monitoring Direct Payments.
- attending and coordinating “best interest” meetings in line with the Mental Capacity Act 2005 requirements, professionals' meetings, whole home investigations, closures and Court of Protection hearings.

1.3 In order to carry out these functions the CCG – Bromley Place Based Team has put in place a multi-disciplinary workforce comprising of: (i) nurse assessors, (ii) business managers/coordinators and (iii) support staff. This team is of a similar size to the teams in the other five south-east London boroughs.



2. Outcome of review of Bromley CC/CHC services

2.1 At the November 2021 meeting of the Bromley Borough Based Board (BBBB), it was agreed that a new CC/CHC winter pressures team should be established in order to improve outcomes for clients of CC/CHC.

2.2 With the agreement of the Bromley Borough Based Board, a number of interim staff were brought into the team in the period between November 2021 – January 2022. The inclusion of these additional interim staff has resulted in:

- an increase in the delivery of assessments and reviews, with Bromley's overall CC/CHC targets – because of the new interims – now expected to be met in late March 2022.
- improvements to the delivery of the CC/CHC Decision Support Tool (DST) process, with more integrated joint working with the London Borough of Bromley.
- improved work on the delivery of the Direct Payments pilot with the London Borough of Bromley, including a planned increase in the number of Personal Health Budgets (PHBs) delivered by the team.

2.3 Whilst the CC/CHC winter pressures team has only been operating for a short time, the overall impact has been very positive, with a clear improvement in the team's performance and an increase in CC/CHC strategic deliverables in this period.

2.4 At the November 2021 meeting of the BBBB, alongside the agreement of the new team, it was also agreed that the Associate Director of Integrated Commissioning would lead a review of the current Bromley CC/CHC function in order to look at a long-term sustainable model for this service. The review aimed to take into account the views of key stakeholders including the London Borough of Bromley. The overall findings of this review is set out below.

- The Bromley CC/CHC service manages a much higher level of activity than the other south-east London place-based teams. Bromley CHC has on average 40% more referrals than in other boroughs, 42% more “fast track” clients, and 136% more Funded Nursing Care (FNC) assessments.
- The number of children and young people eligible for continuing care (CC) services in Bromley has doubled since 2020. Whilst the overall number of CC cases is not as high in Bromley as in some other areas of south-east London, the scale of change in Bromley has been starker.
- There are additional pressures on Bromley CC/CHC team due to (i) substantial new duties on the team with the implementation of Liberty Protection Safeguards (LPS) from September 2022, (ii) new targets around Personal Health Budgets (PHBs) in relation to the Direct Payments pilot with Bromley Council and (iii) the opening of 3 additional nursing homes (205 additional places overall¹ by 2023) in the borough.

¹ This takes into account the closure of a number of nursing homes, with the loss of 100 beds, then additional larger homes opening with 305 additional places opening (198 in 2022 and a further 107 planned in 2023).



- There has been a substantial impact from the covid-19 pandemic on the team, notably in relation to higher numbers of referrals and changes to the hospital discharge pathway.
 - The scope of the current team has not been refreshed for some time and is now out of step with its overall deliverables. Further strain will be placed on the existing model given the new duties that the team is taking on or due to take on. In some cases, such as the Head of CHC role, the current job description no longer adequately reflects the responsibilities undertaken by the postholder.
- 2.5 In light of these findings, the outcome of the review is a proposal to transform the current Bromley CC/CHC team in order to ensure that:
- the Bromley CC//CHC team can meet the CCG's statutory duties around CC, CHC and FNC in consideration of the level of activity in Bromley in these areas.
 - there is sufficient leadership capacity in the team to deliver new activity including CC/CHC commissioning, improved joint working with providers (including the roll-out of a trusted assessor model) and market management activities.
 - there are improved processes for the management of complex cases in the team, including children and young people, with a reduction in longstanding costly placements.
 - there is capacity in the team to manage an increased workload with the opening of three nursing homes in the borough, and new duties around LPS and PHBs.
 - there is additional capacity in the team to undertake integrated work with Bromley Council's children's and adults social care services around the delivery of joint packages of care for eligible clients.
- 2.6 The following long-term sustainable delivery model for Bromley CC/CHC is proposed below:
- Overall
- 2.7 It is proposed to transform the Bromley CC/CHC service in order to create two mutually supportive and aligned elements:
- (i) a commissioned service which would cover standard/core CHC functions around the nurse-led assessment and review of clients.
 - (ii) an in-house service which would have a particular remit around strategy/decision-making, complex cases and children and young people.
- 2.8 The changes would involve the CCG establishing a common delivery model with one or more One Bromley partner organisations. Whilst this is a model undertaken in other areas, it would be an innovative move in Bromley with an opportunity to:

ENCLOSURE: 9
AGENDA ITEM: 12



- improve the alignment of CCG and One Bromley nursing functions, with improvements around a common approach to nurse quality, training and continuous professional development.
- enhance the overall quality of CC/CHC deliverables in Bromley through a common approach with One Bromley partners, drawing expertise and leadership from different areas and providers to improve overall outcomes for CC/CHC eligible clients.
- provide stronger links between Bromley CC/CHC and other integrated commissioning functions, building on existing contractual and partnership frameworks that exist in the borough.
- establish a more sustainable CC/CHC service in Bromley with delivery risks shared across different One Bromley partners.

2.9 The two elements of the transformed CC/CHC service would need to work in an integrated manner with a single duty function, referral pathway, IT systems and, wherever possible, the co-location of staffing.

Decisions for the Borough Based Board

2.10 In order to operationalise this transformation, the BBBB are asked to agree that the Associate Director of Integrated Commissioning:

- leads work on behalf of the CCG to deliver a commissioned One Bromley standard/core CHC function around the assessment and review of clients. (any commissioned service would be subject to the normal process in the CCG following contract standard order procedures, as well as any other relevant procurement requirements).
- reorganises the existing in-house CC/CHC team to deliver enhanced leadership in the service, aligned work with the commissioned service, a new focus around complex cases/children and young people, and improved integrated working with the London Borough of Bromley.
- extends the existing interim cover in the team whilst these changes are put in place.

2.11 The cost of these changes would be cost neutral to the CCG staffing budget. A budget would need to be identified in the CCG at a later date, following negotiations with One Bromley partners, for the commissioned service.

2.12 The timeline to deliver these changes is by 30th June 2022.