

Evaluating the reforms of the social care eligibility system in England

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A potted history

1990

- NHS and Community care act (in effect 1993): transfer of funding to local government, increased independent-sector provision, greater emphasis on community-based care, targeting of resources on high dependency groups.

1998

- Modernising Social Services White Paper. 'Best Value' policy. Vertical and horizontal efficiency. Further emphasis on targeting high needs; less on prevention and low-level services.

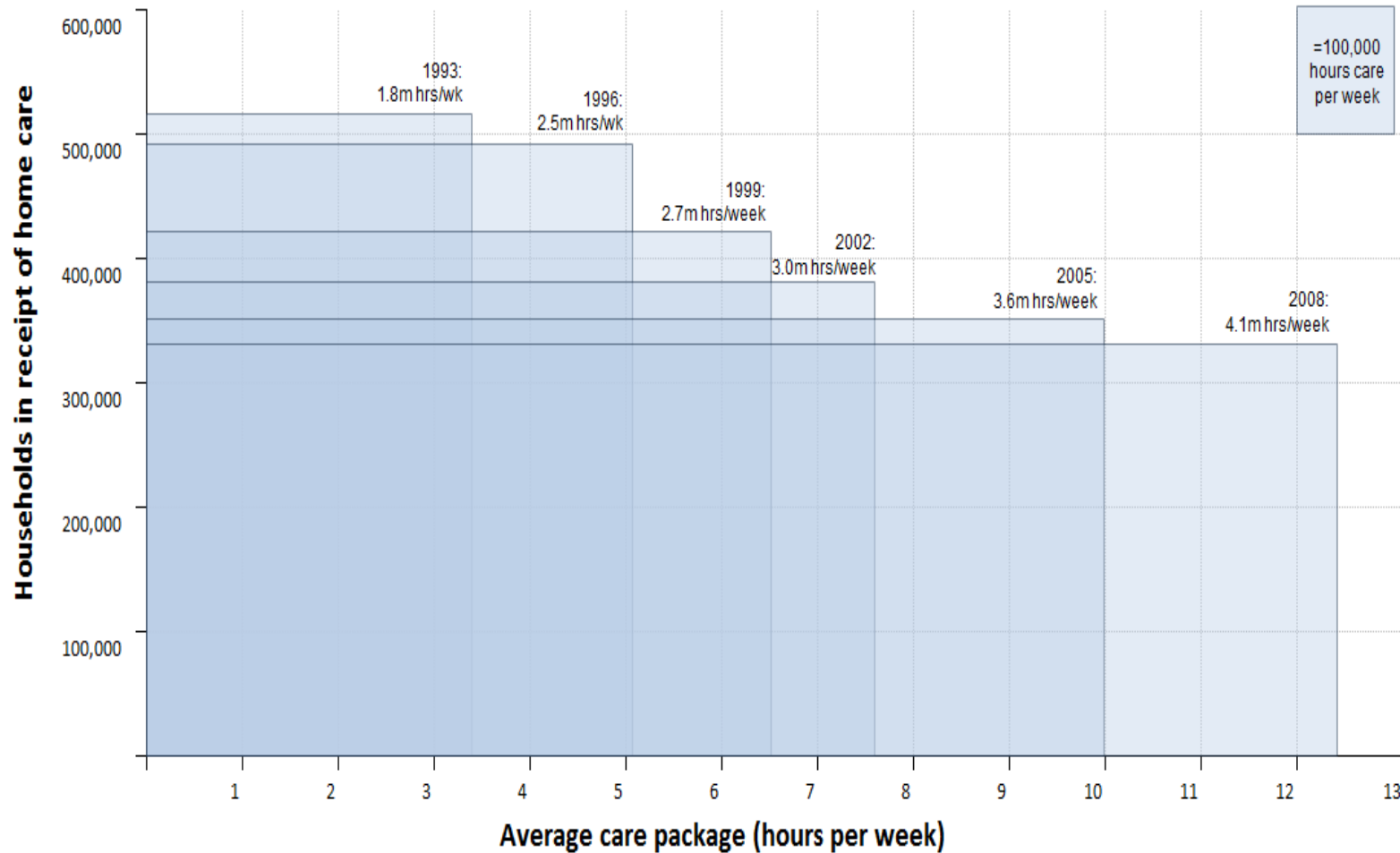
2003

- Fair Access to Care Services: standard, transparent measure of dependency across authorities; increased emphasis on personalisation, independence and wellbeing.

2015

- Care Act – National minimum eligibility criteria, carer assessment, outcomes and wellbeing focus, care cap.

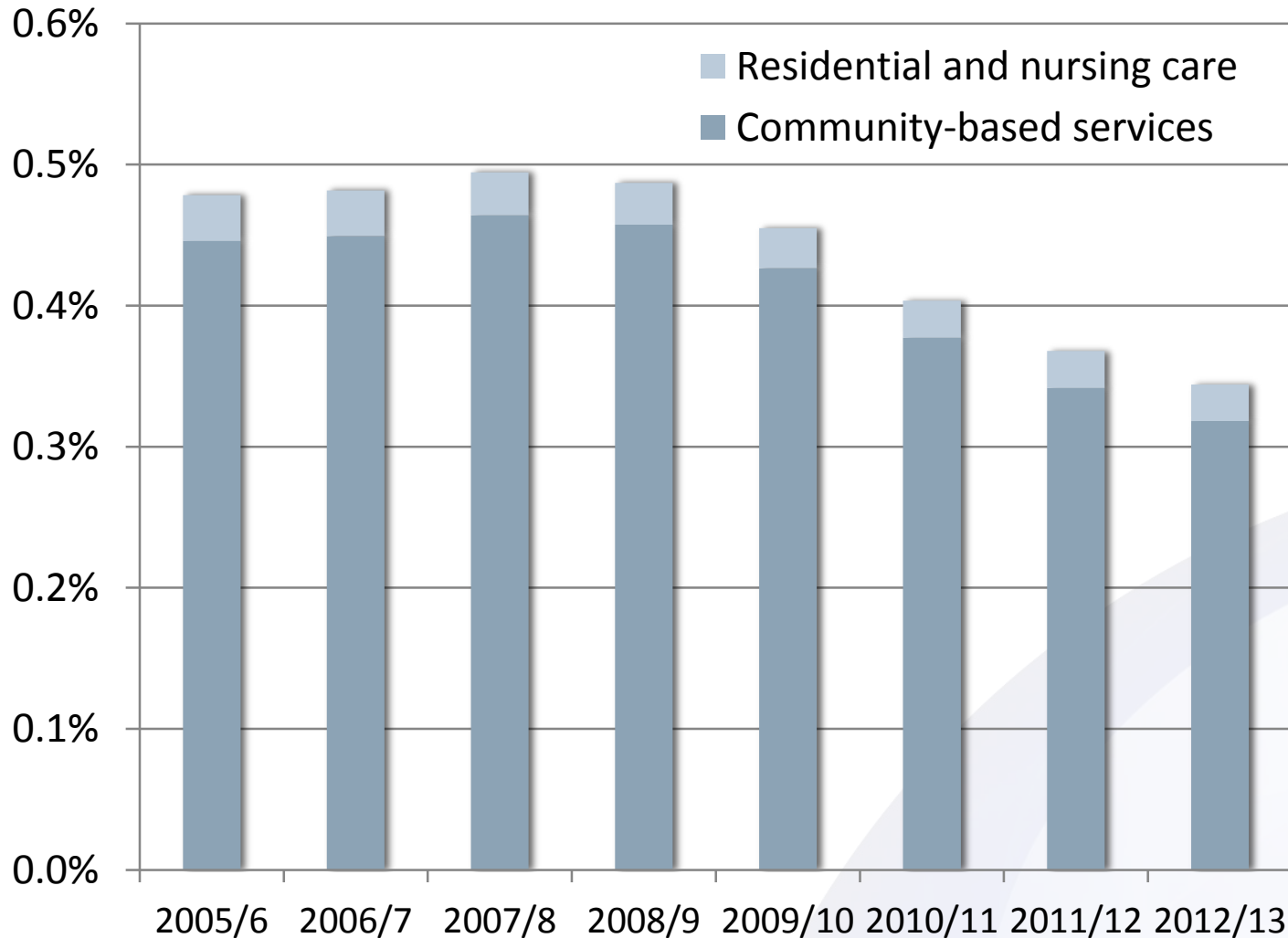
Home care targeting



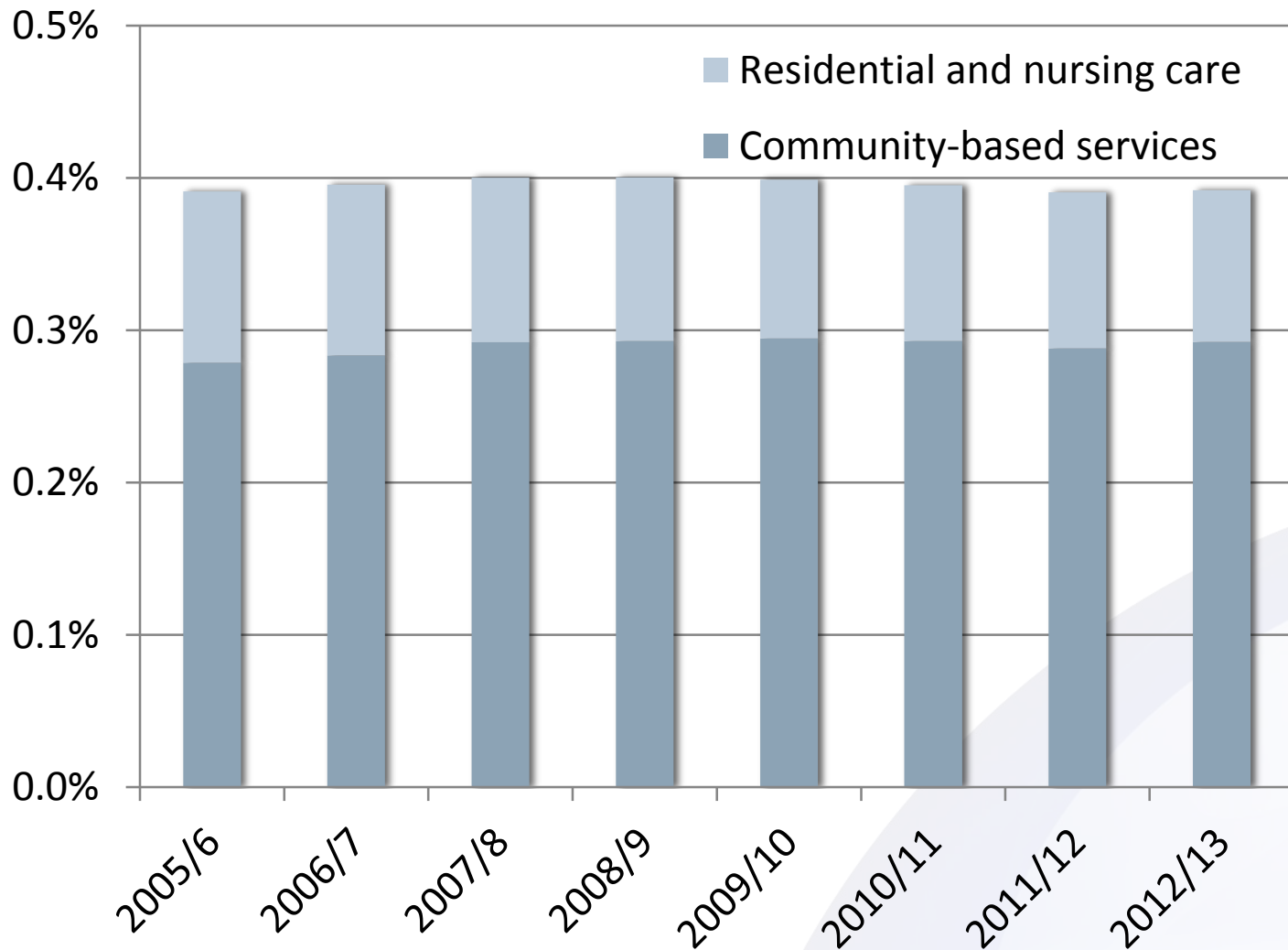
Social care receipt (OP)



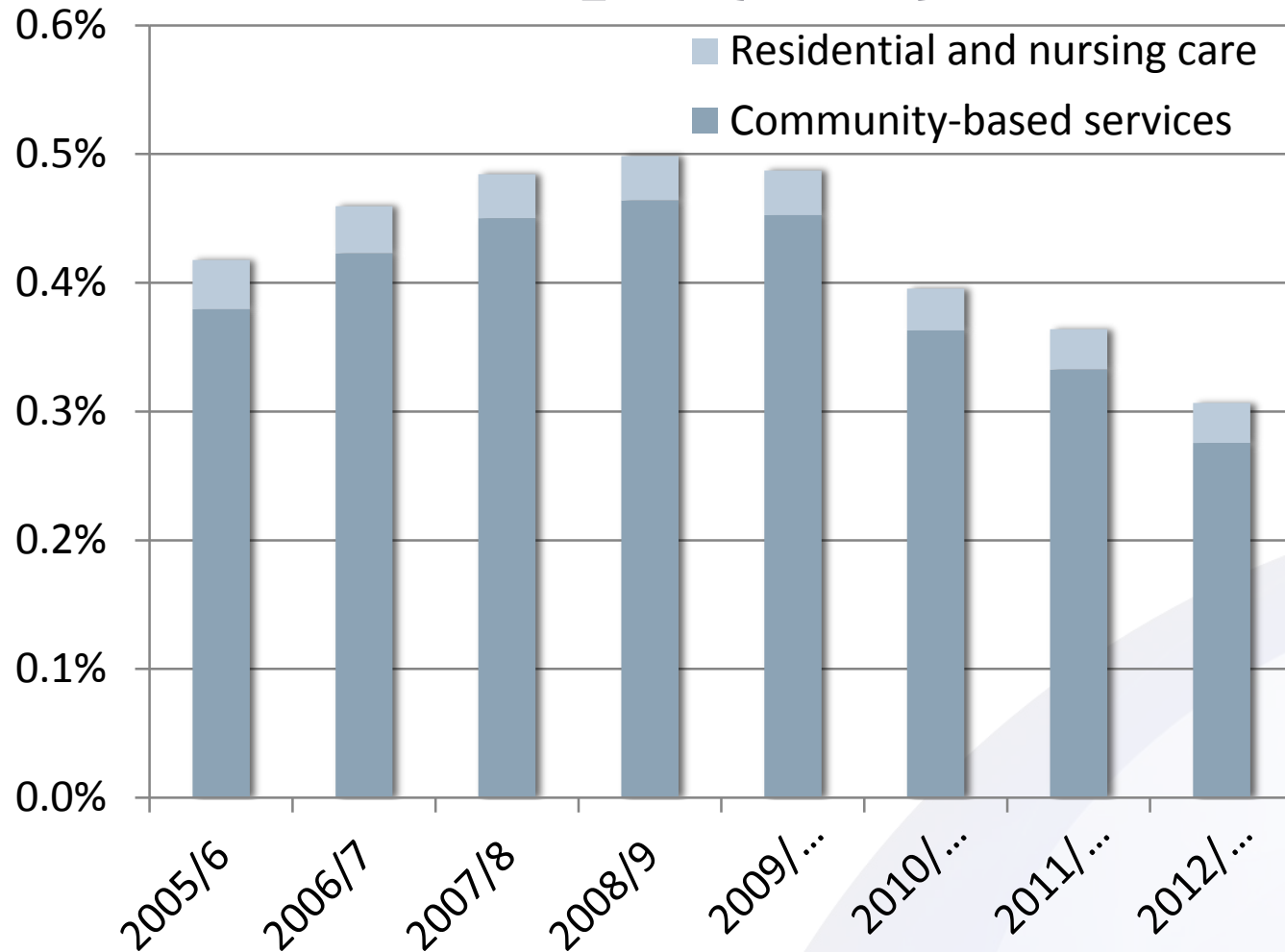
Social care receipt (PD)



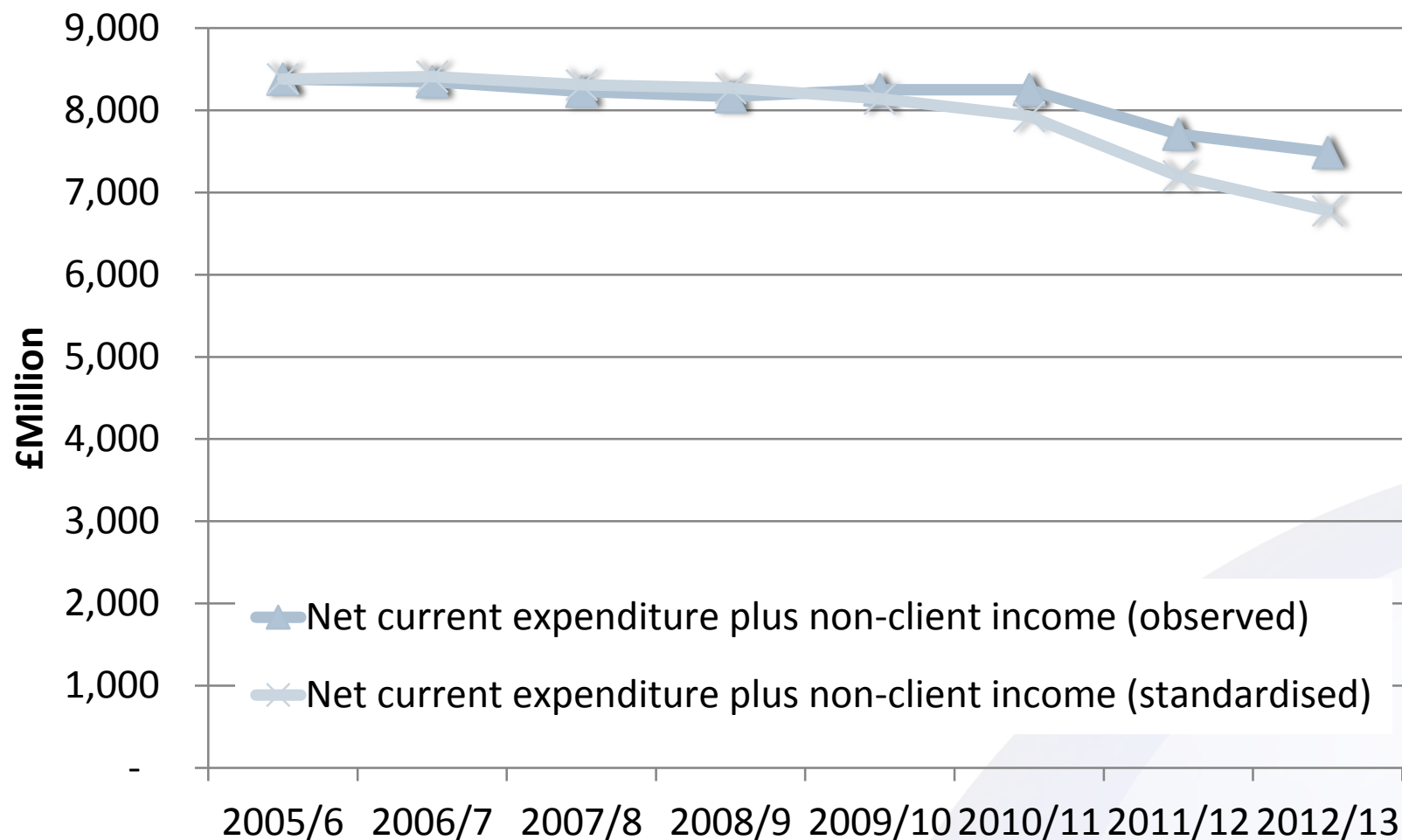
Social care receipt (LD)



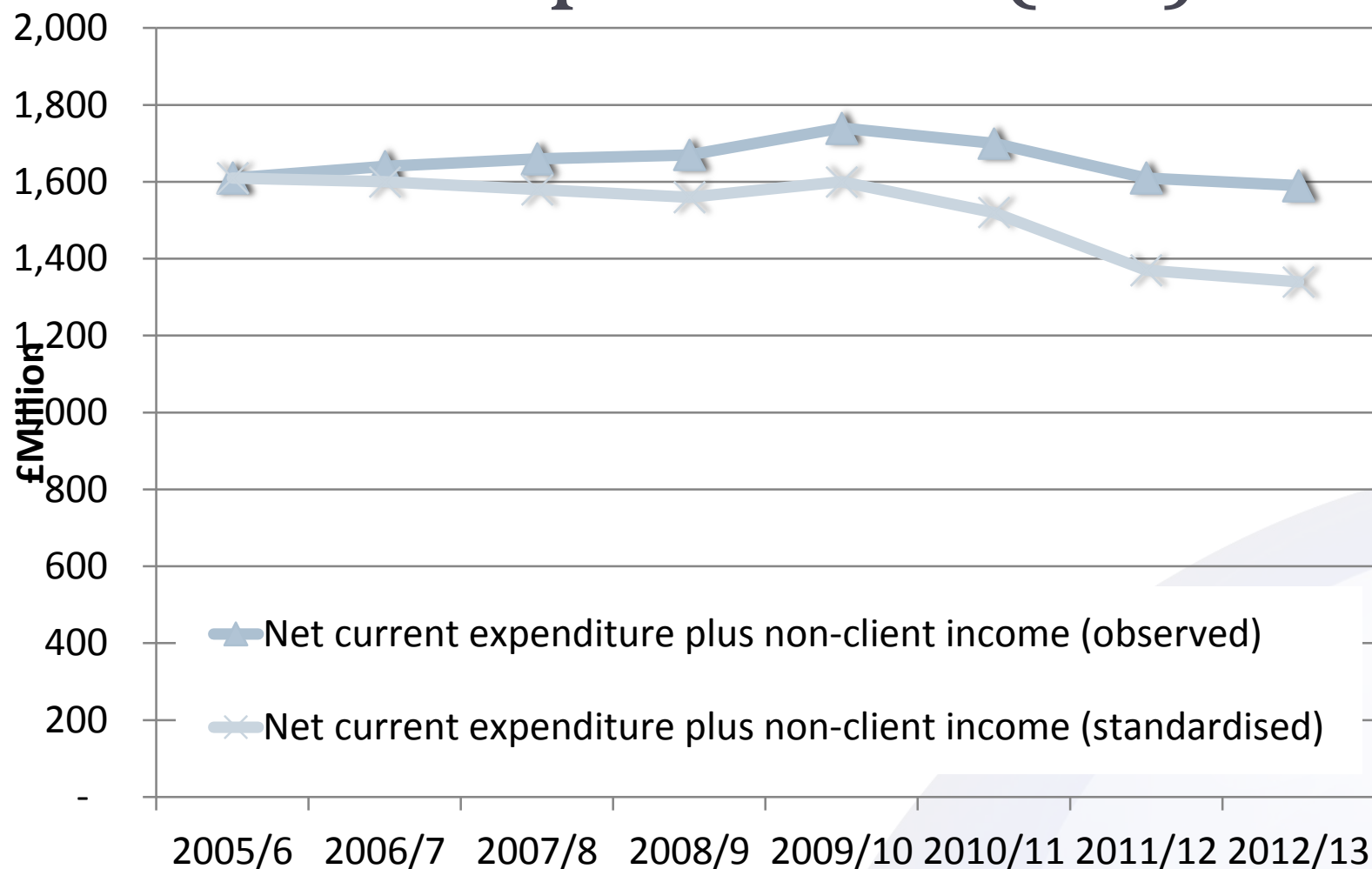
Social care receipt (MH)



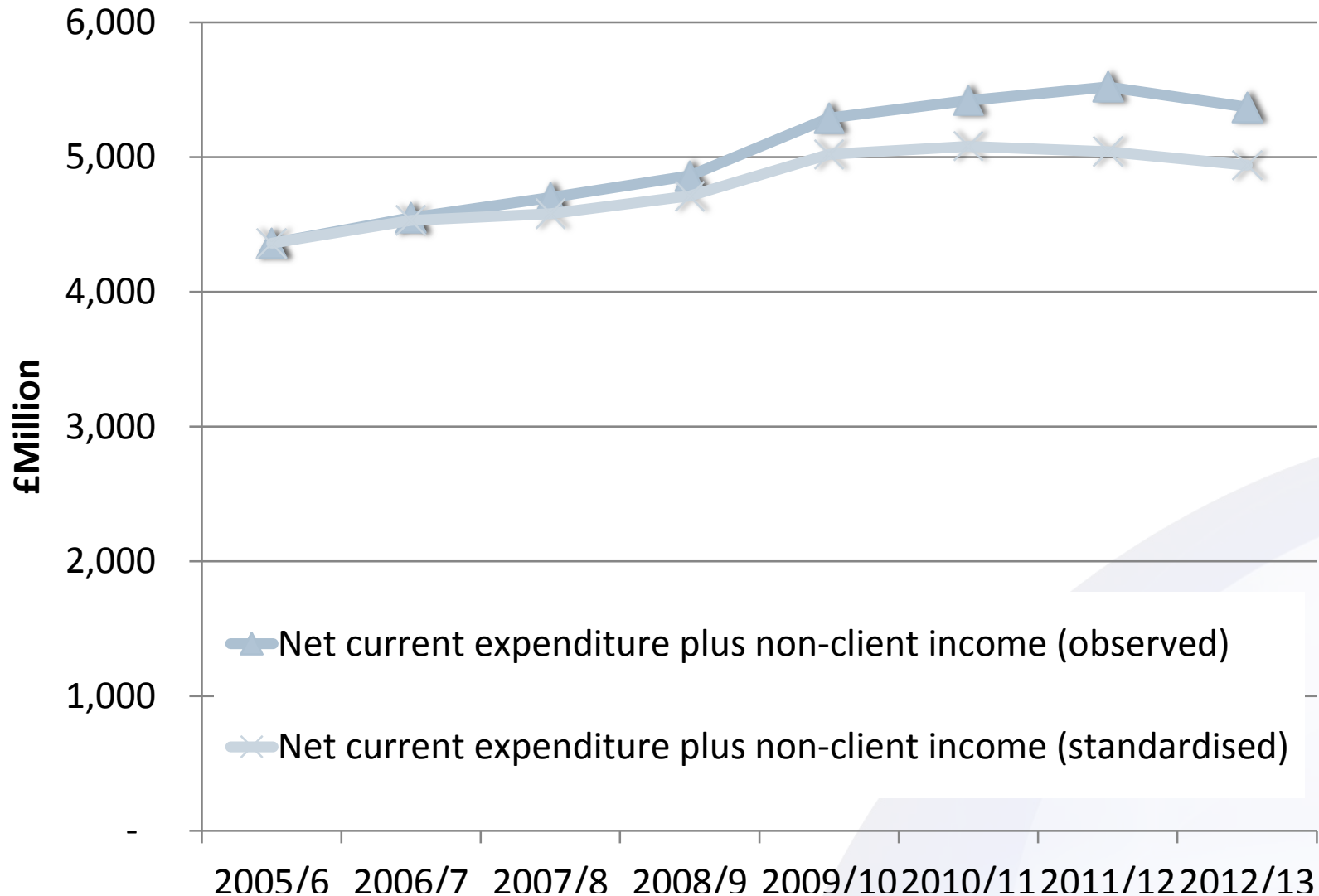
Social care expenditure (OP)



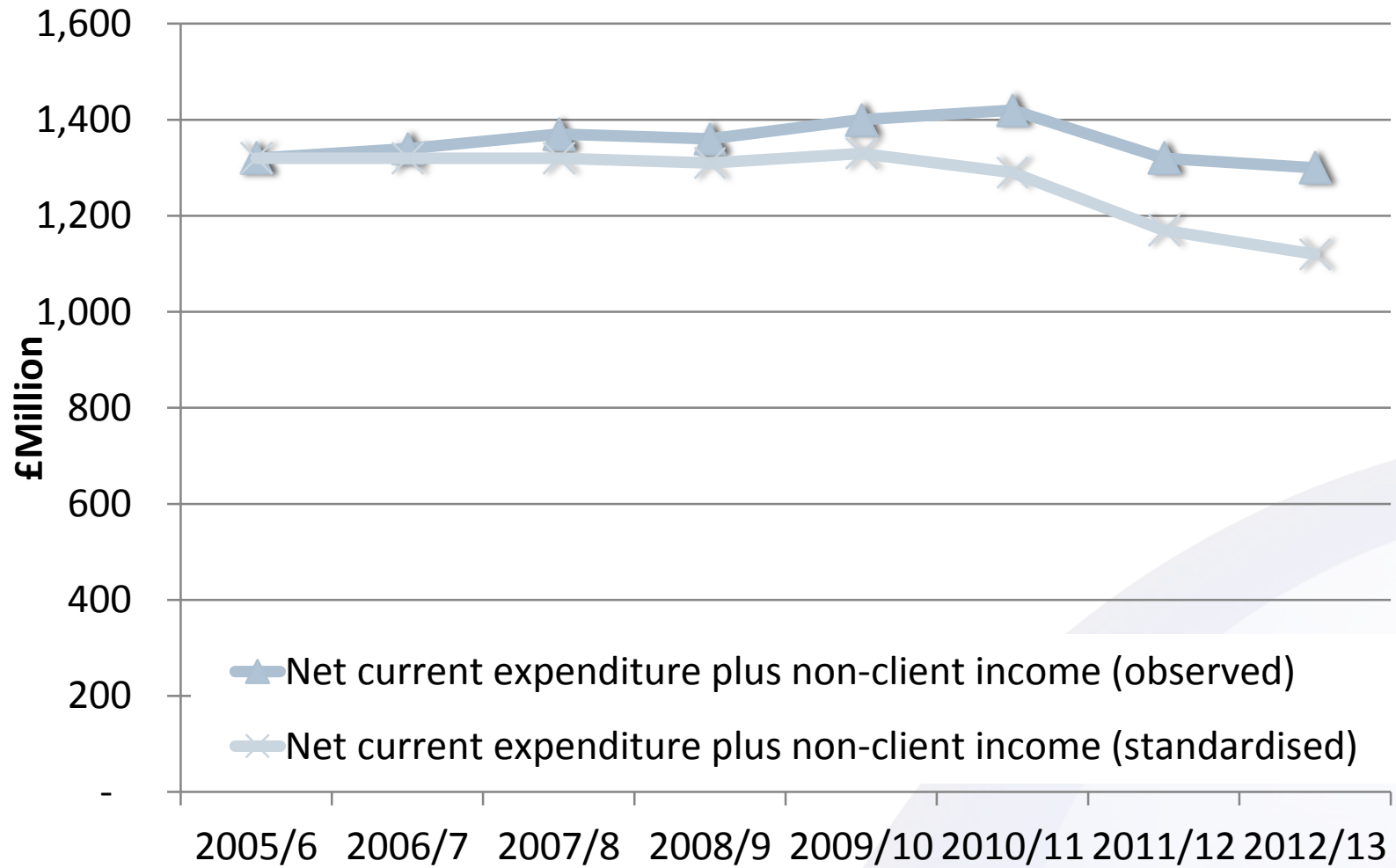
Social care expenditure (PD)



Social care expenditure (LD)



Social care expenditure (MH)



Fair Access to Care Services

Individuals are categorised according to highest level of need:

Critical	People are unable to carry out vital personal care tasks
	Life is or will be threatened
	Serious abuse or neglect has occurred or will occur
Substantial	People are unable to carry out most personal care tasks
	Abuse or neglect has occurred or will occur
	Most family or social roles cannot be undertaken
Moderate	People are unable to carry out several personal care tasks
	Several work or educational roles cannot be maintained
	Several family or social roles cannot be undertaken
Low	People are unable to carry out one or two personal care tasks
	One or two family or social roles cannot be undertaken

Fair Access to Care Services – Critical needs

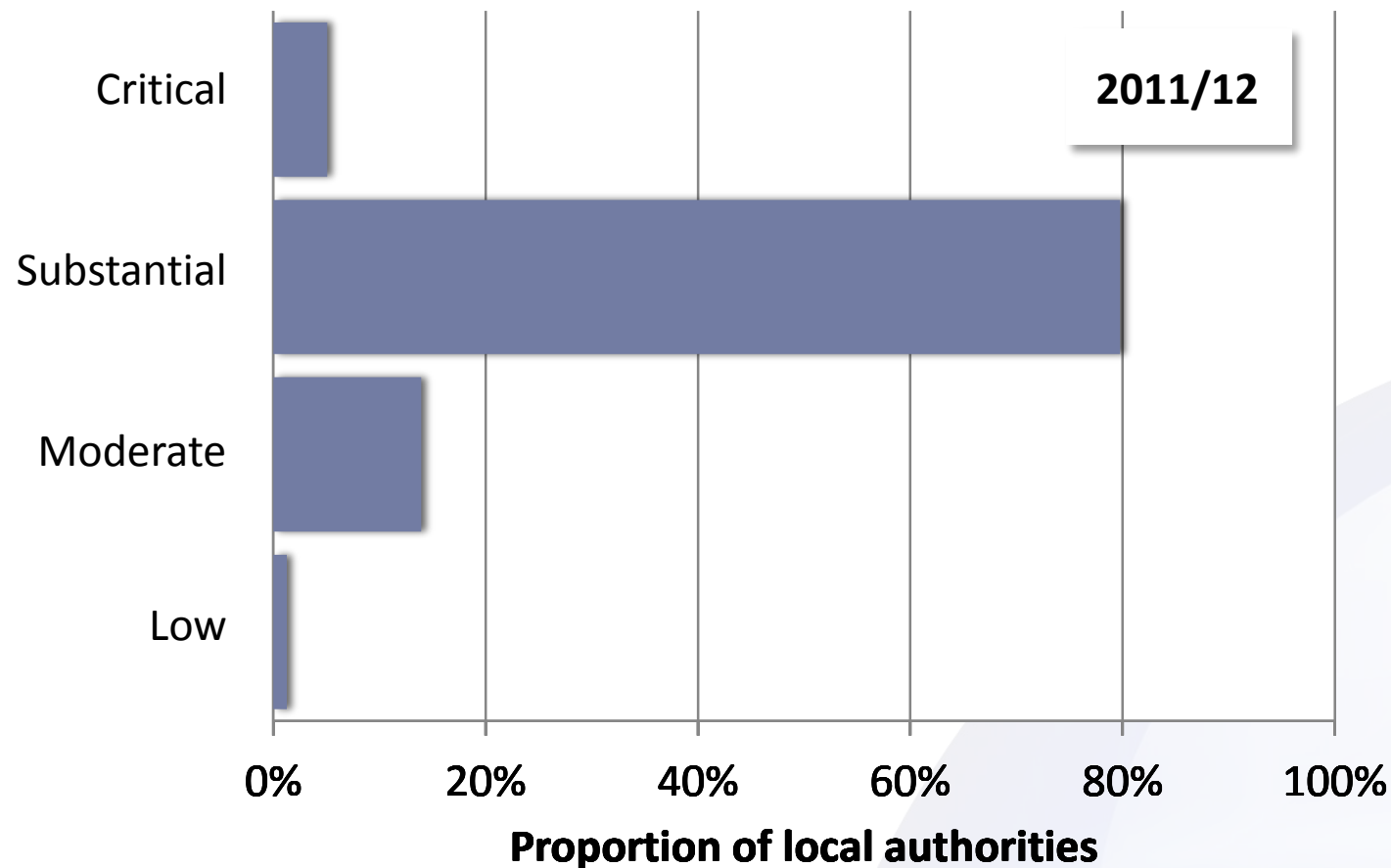
- life is, or will be, threatened; and/or
- significant health problems have developed or will develop; and/or
- there is, or will be, little or no choice and control over vital aspects of the immediate environment; and/or
- serious abuse or neglect has occurred or will occur; and/or
- there is, or will be, an inability to carry out vital personal care or domestic routines; and/or
- vital involvement in work, education or learning cannot or will not be sustained; and/or
- vital social support systems and relationships cannot or will not be sustained; and/or
- vital family and other social roles and responsibilities cannot or will not be undertaken.

“Local discretion means that there may be variation in the response of different councils to individuals with similar levels of need. However, if councils base their approach to needs on achieving outcomes rather than providing specific services, then people with similar needs within the same local authority area should expect to receive a similar quality of outcome, according to their individual circumstances and the aspirations of each individual.”


[Department of Health, 2010]

FACS eligibility

Authorities decide the minimum level for eligibility:

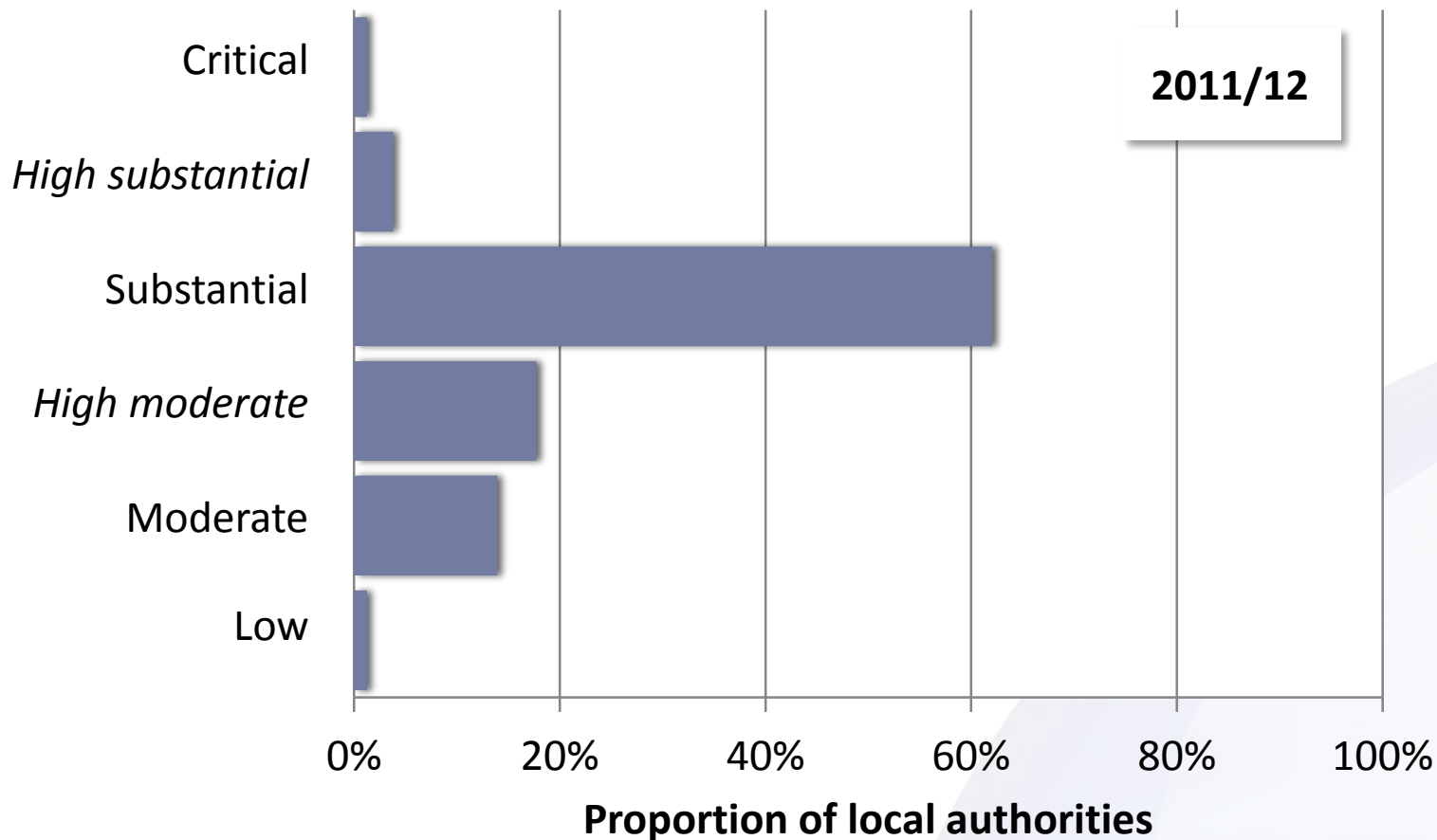


PSSRU FACS Survey (2011)

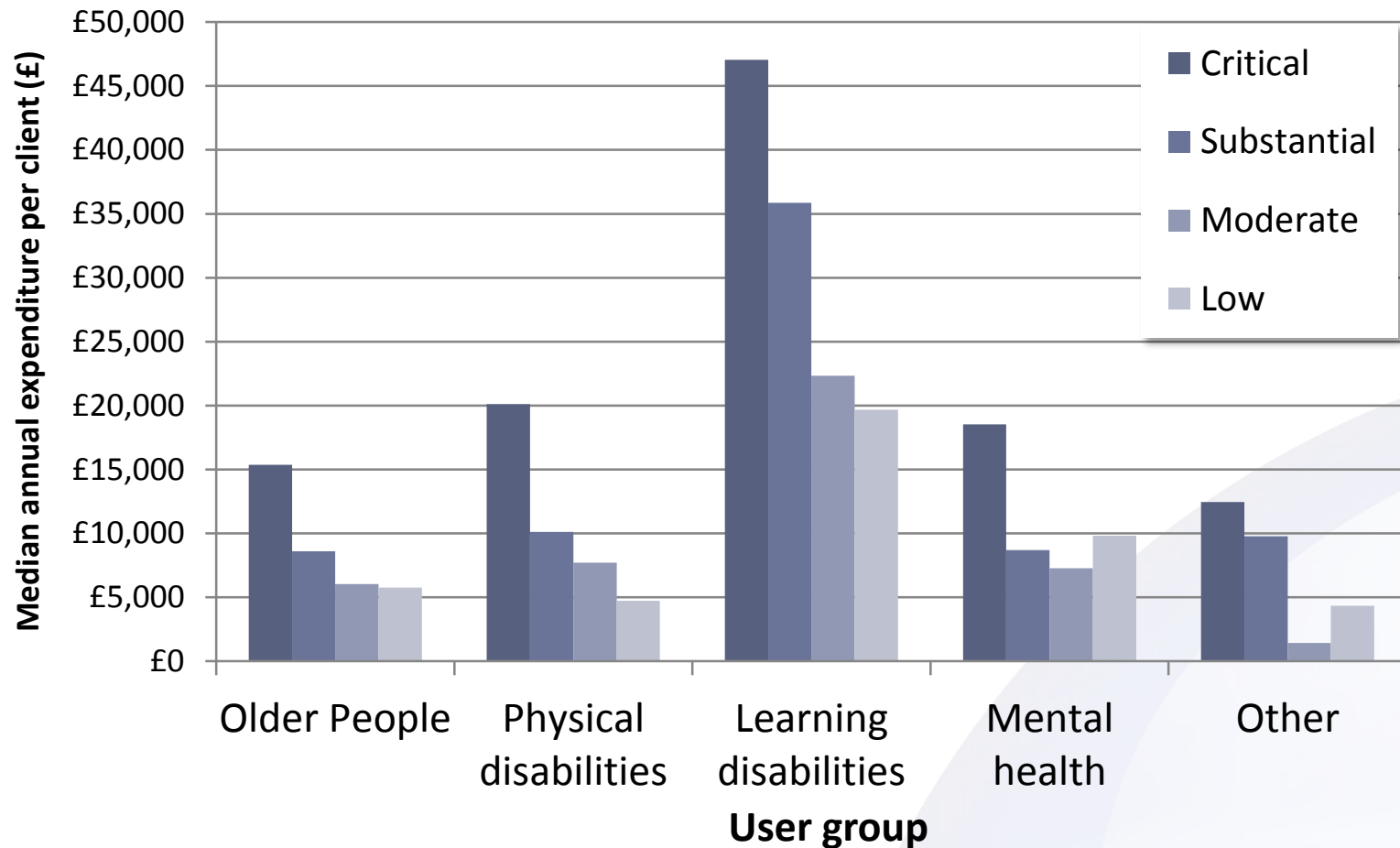
- Local authority survey (79 local authorities):
 - Eligibility thresholds
 - Allocation of resources by FACS group
 - Methods of assessing needs and allocating resources
 - Staffing
 - Attitudes towards using FACS
 - Care manager survey (640 care managers):
 - Estimated assessment of vignettes
 - Attitudes towards using FACS
- 

FACS eligibility

Local authority eligibility policies (detailed thresholds)



Median expenditure per client, by FACS group and client group



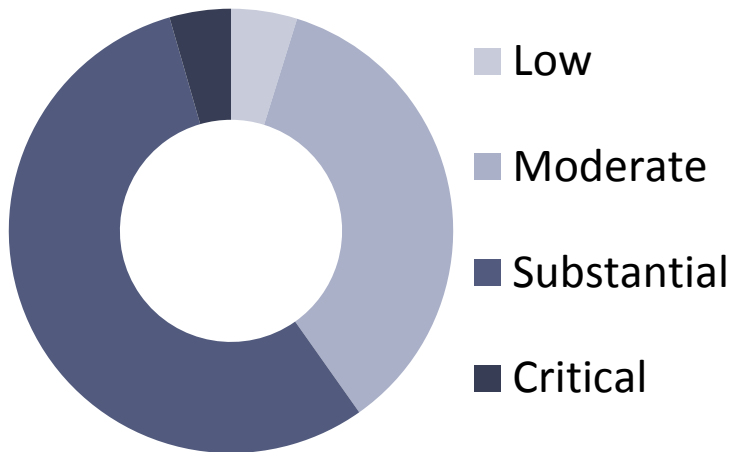
Care manager vignette # 1

“Mrs A, aged 94, lives alone and has recently been discharged from hospital after suffering a fall in the garden. She has a perching stool installed in her bathroom but can no longer bathe without help, and says that she finds it hard getting in and out of bed and going to the toilet although she currently receives no help to do so.

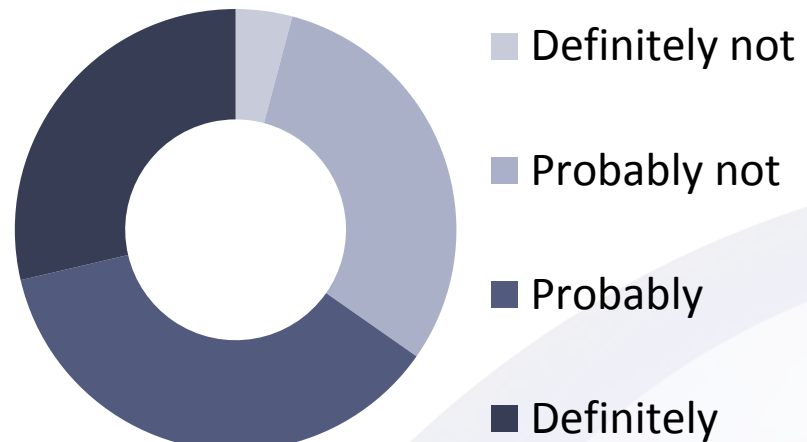
“Since Mrs A finds it difficult to walk long distances, a close neighbour has started to help with shopping and comes in every day to check on her, but otherwise she doesn’t really get any visitors. She says that she often feels lonely, but has lived in her home since her 40s and doesn’t want to move away.”

Vignette # 1 responses

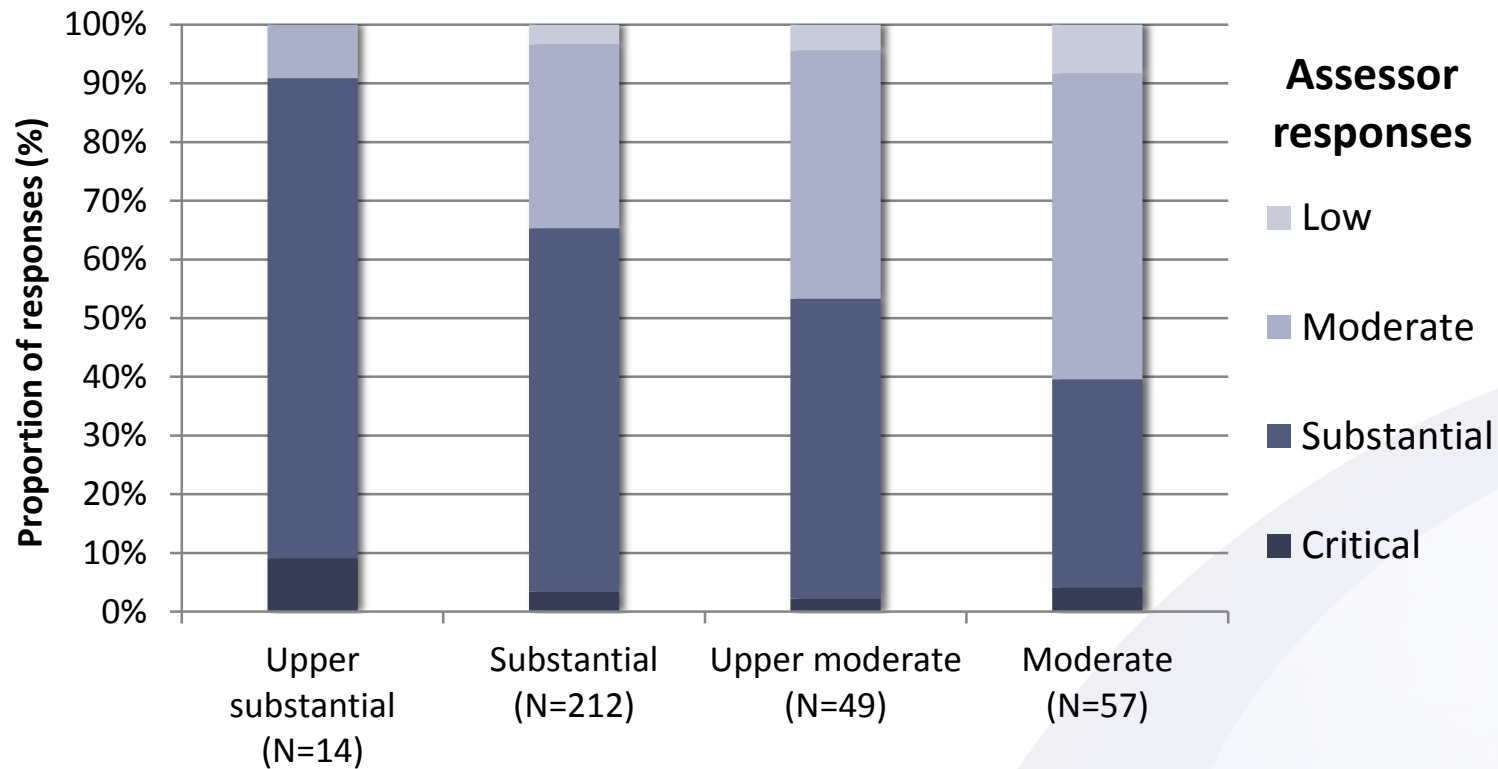
Estimated FACS group



Estimated eligibility



Vignette 1 responses by local authority eligibility policy

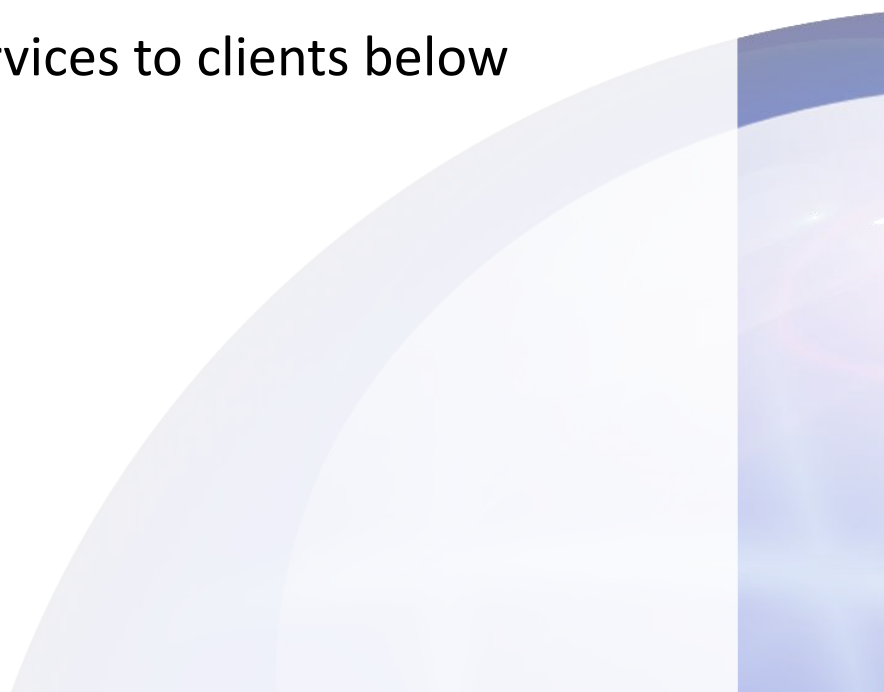


Local authority eligibility policy - lowest FACS group supported

Simplified determinants of FACS group assessment

	ADLs	Informal care	Dementia/ similar	Age	Male	FACS coverage
Older people (1586 responses)						
Coef	0.772	-1.746	2.263	-0.115	-0.611	-0.515
P>z	0.000	0.000	0.000	0.000	0.089	0.000
Physical disabilities (1717 responses)						
Coef	0.421	-2.500	2.203	0.029	-	-0.407
P>z	0.000	0.000	0.000	0.000	-	0.000
Learning disabilities (776 responses)						
Coef	0.453	-	0.420	-0.050	-1.595	-0.510
P>z	0.000	-	0.431	0.438	0.362	0.000
Mental health (802 responses)						
Coef	0.740	-		-0.074	-0.270	-0.245
P>z	0.000	-	-	0.000	0.003	0.010

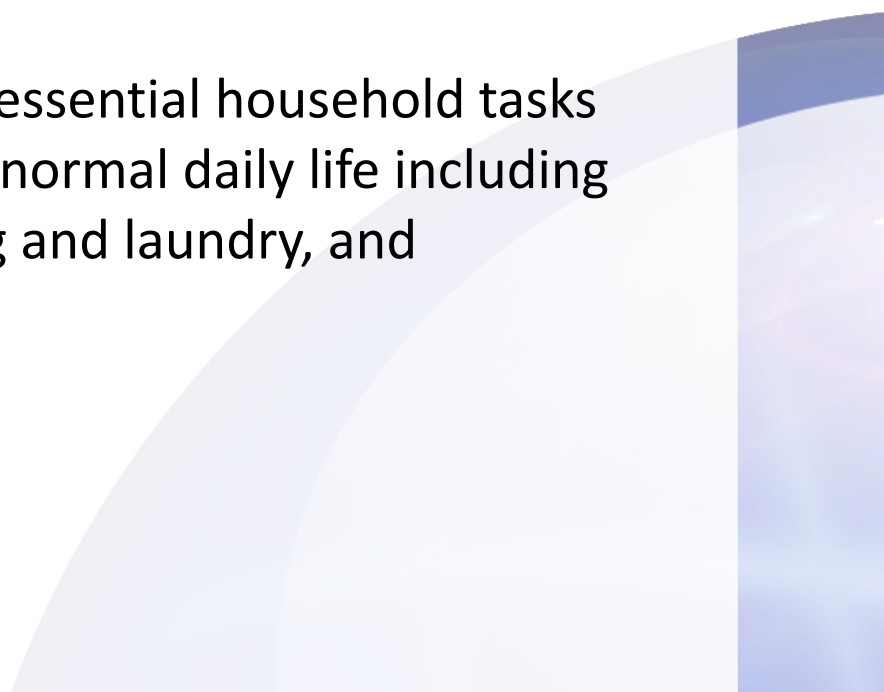
Draft National eligibility regulations

- Single minimum eligibility threshold across all local authorities
 - Broadly aligned with 'substantial' FACS threshold
 - Local authorities able to provide services to clients below minimum threshold
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Draft National eligibility regulations (excerpt 1)

- (1) An adult's needs meet the eligibility criteria if those needs are due to a physical or mental impairment or illness and the effect of such needs is that the adult—
 - (1a) is unable to carry out one or more basic personal care activities and as a consequence there is a significant risk to any aspect of the adult's well-being;
 - (1b) is unable to carry out one or more basic household activities and as a consequence there is a significant risk to any aspect of the adult's well-being;
 - (1c) is unable to fully carry out any caring responsibilities the adult has for a child;
 - (1d) needs support to maintain family or other personal relationships, and a failure to sustain such relationships has or is likely to have a significant impact on the adult's well-being;
 - (1e) is unable to access and engage in work, training, education or volunteering and as a consequence there is a significant risk to any aspect of the adult's well-being; or
 - (1f) is unable to access necessary facilities or services in the local community and as a consequence there is a significant risk to any aspect of the adult's well-being.

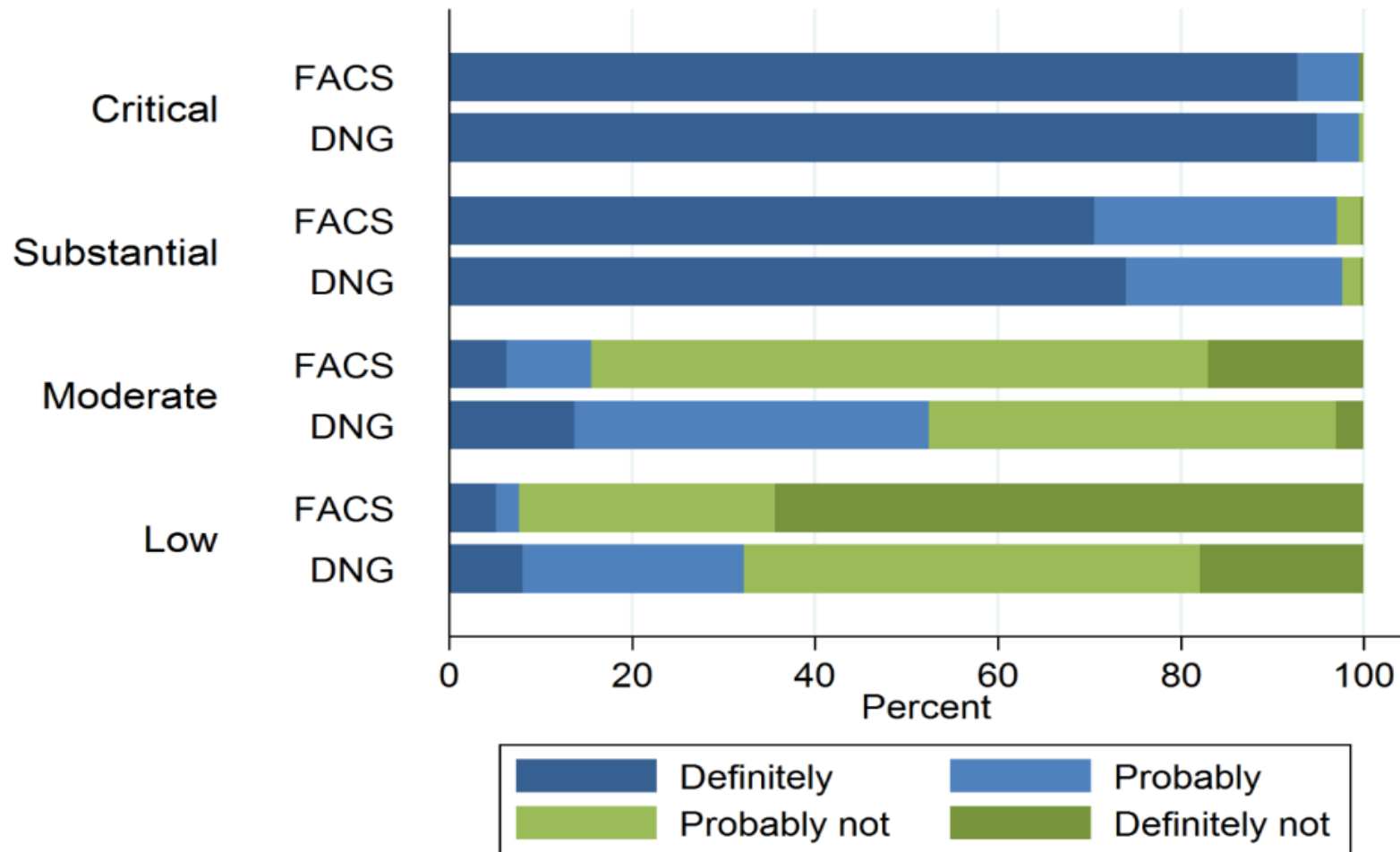
Draft National eligibility regulations (excerpt 2)

- “basic personal care activities” means essential personal care tasks that a person carries out as part of normal daily life including eating and drinking, maintaining personal hygiene, toileting, getting dressed, and taking medication;
 - “basic household activities” means essential household tasks that a person carries out as part of normal daily life including preparing meals, shopping, cleaning and laundry, and managing household finances.
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PSSRU FACS Survey (2014)

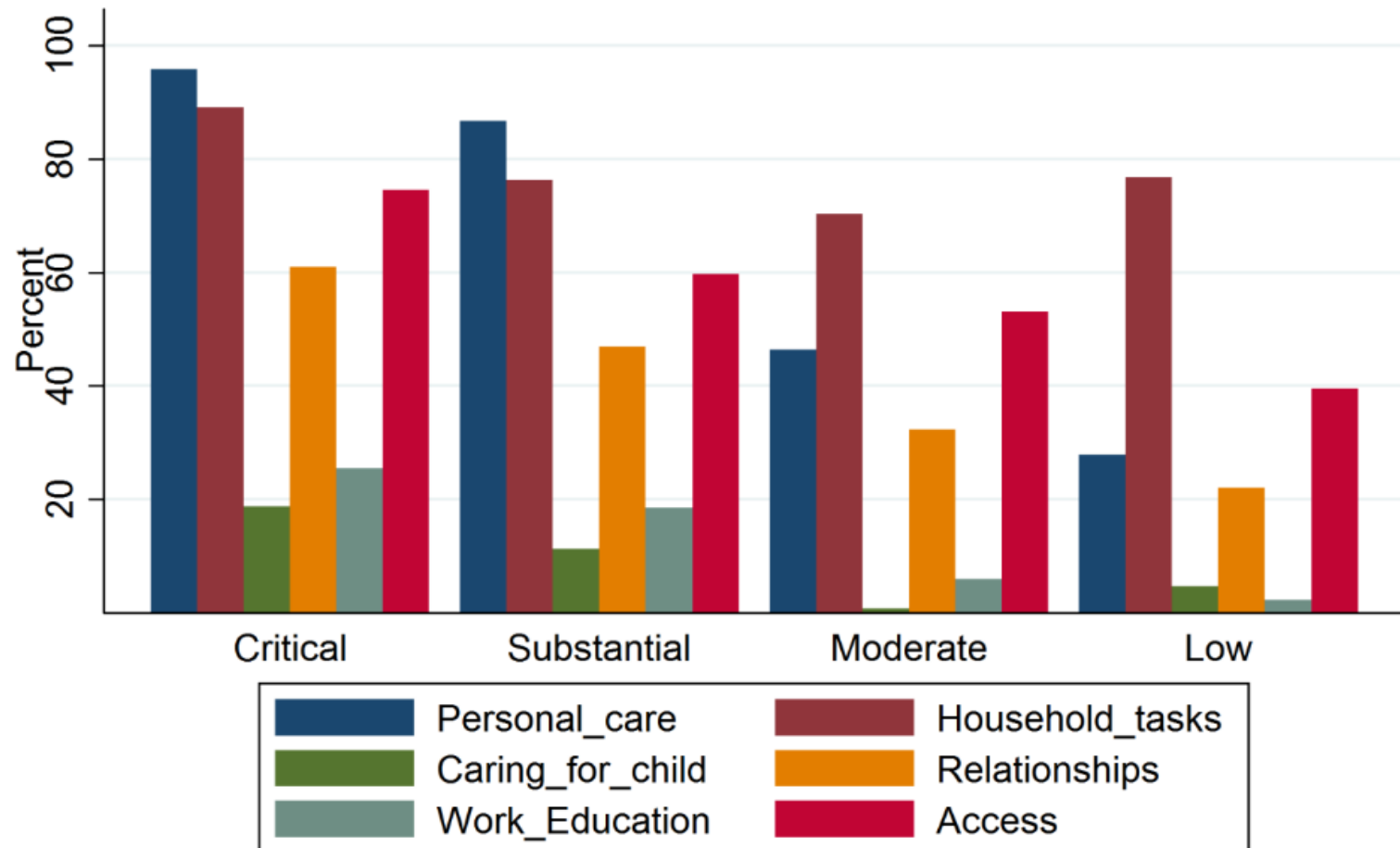
- Care manager survey (63 authorities, 627 care managers):
 - Estimated assessment of vignettes under FACS and draft national eligibility regulations
 - Impact on service use
 - Feedback on interpretation of draft criteria
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Assessed eligibility under FACS and draft minimum eligibility guidelines – older people vignettes

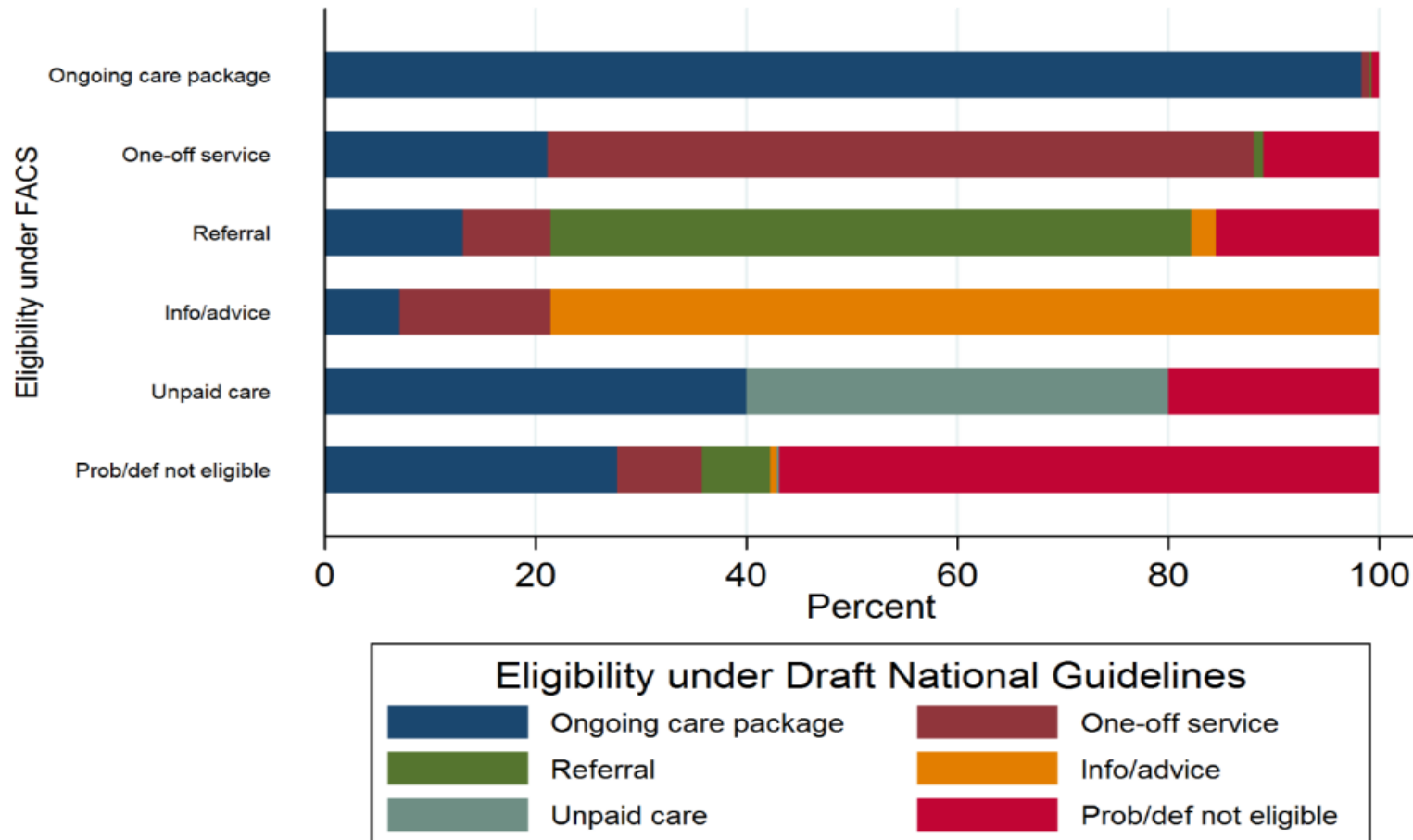


Note: excludes responses marked 'unsure'

Differences in eligibility and support between current FACS system and draft minimum eligibility guidelines – older people vignettes

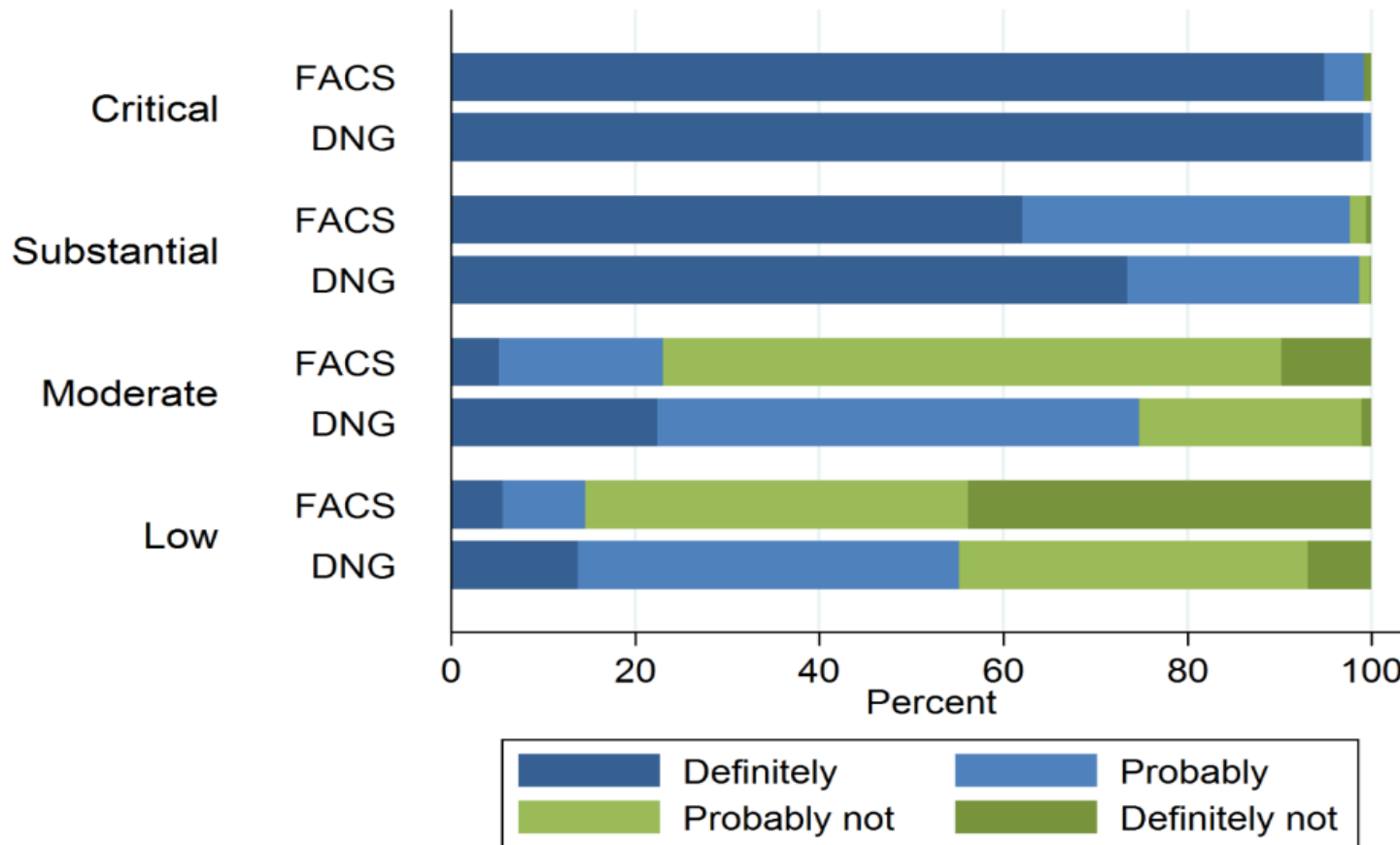


Differences in eligibility and support between current FACS system and draft minimum eligibility guidelines – older people vignettes



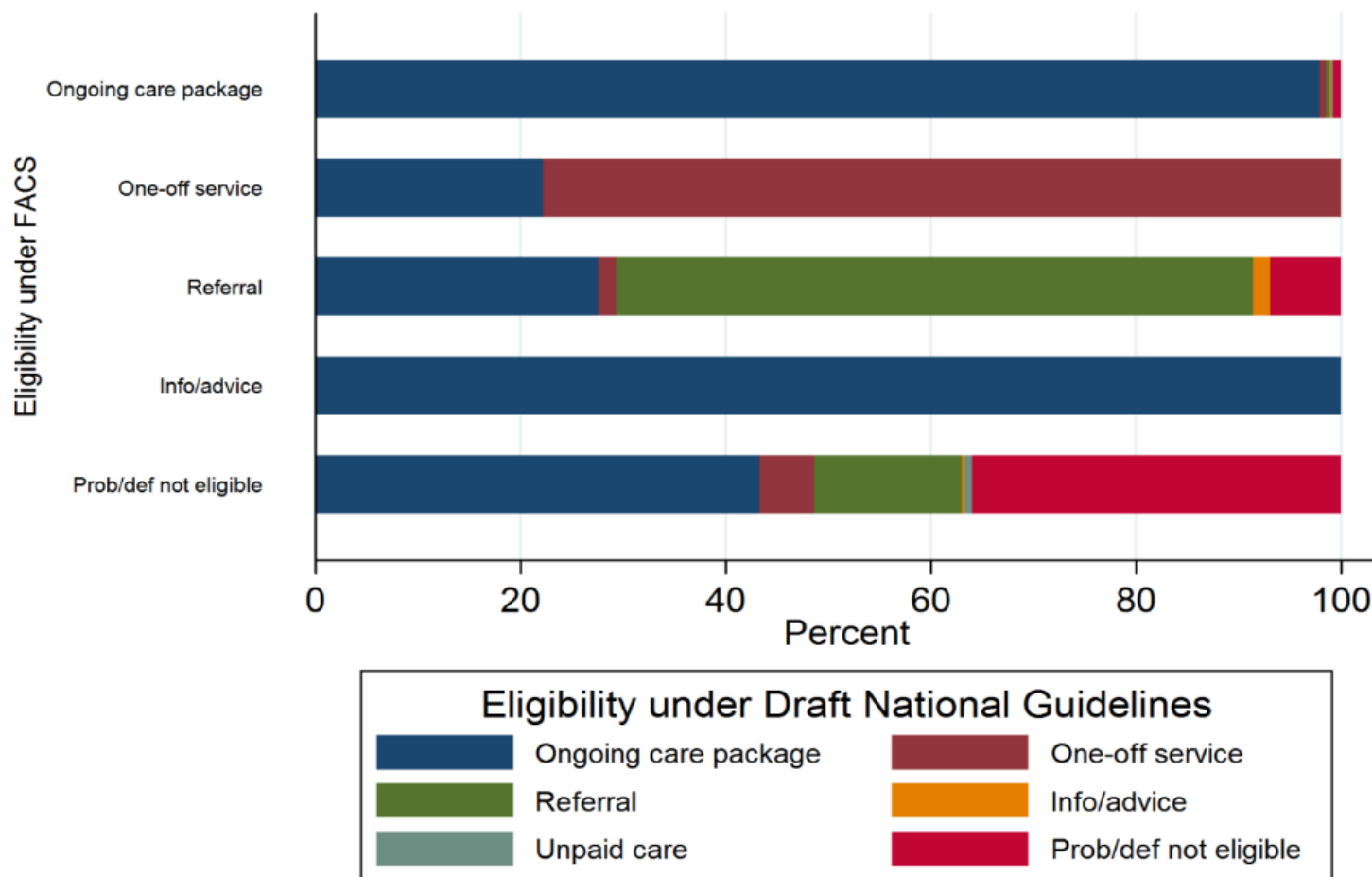
Note: excludes responses marked 'unsure'

Assessed eligibility by FACS rating – vignettes for adults with a physical disability (percentage of responses)



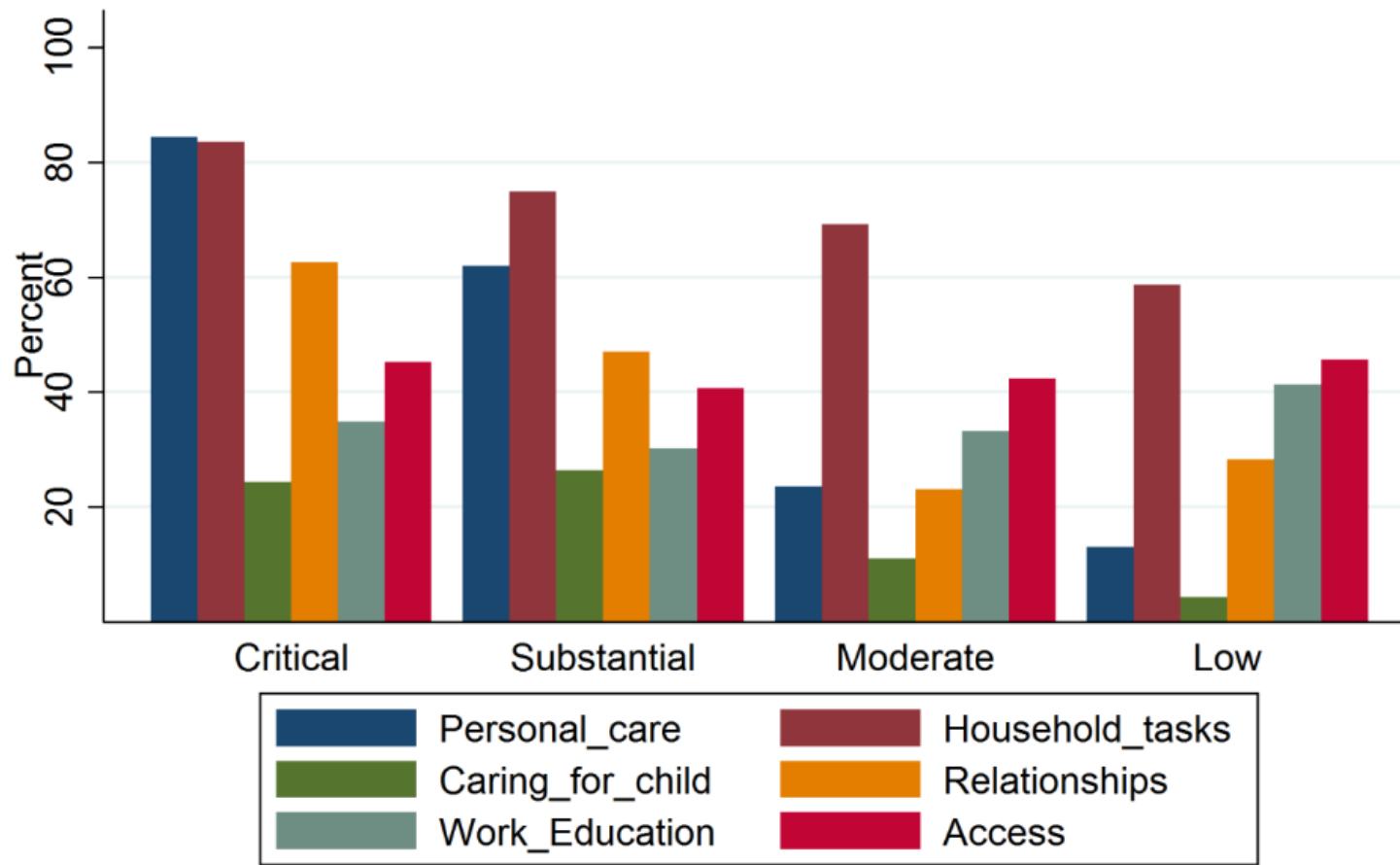
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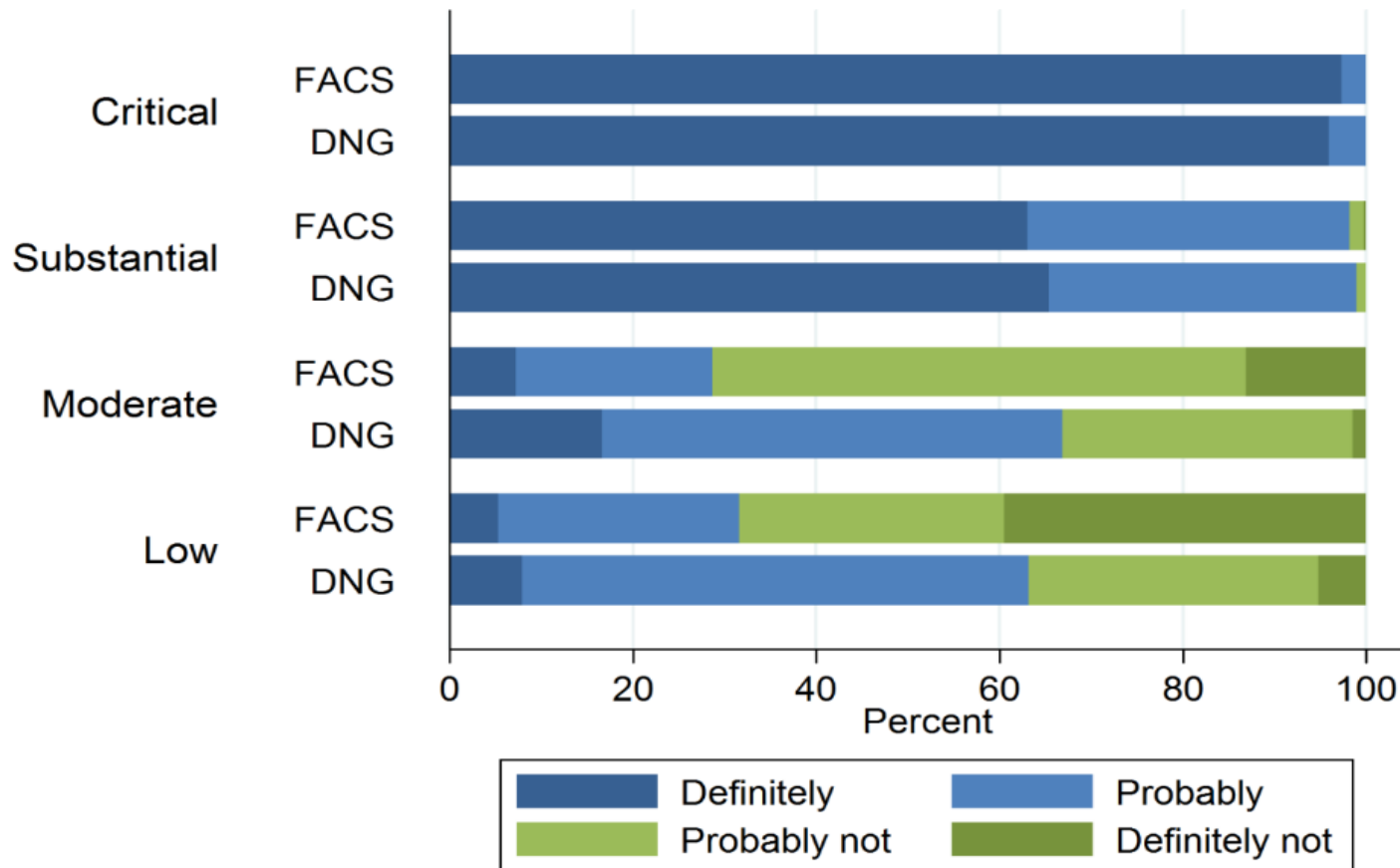


Note: excludes responses marked 'unsure'

Needs associated with eligibility under draft minimum eligibility guidelines – vignettes for adults with a physical disability

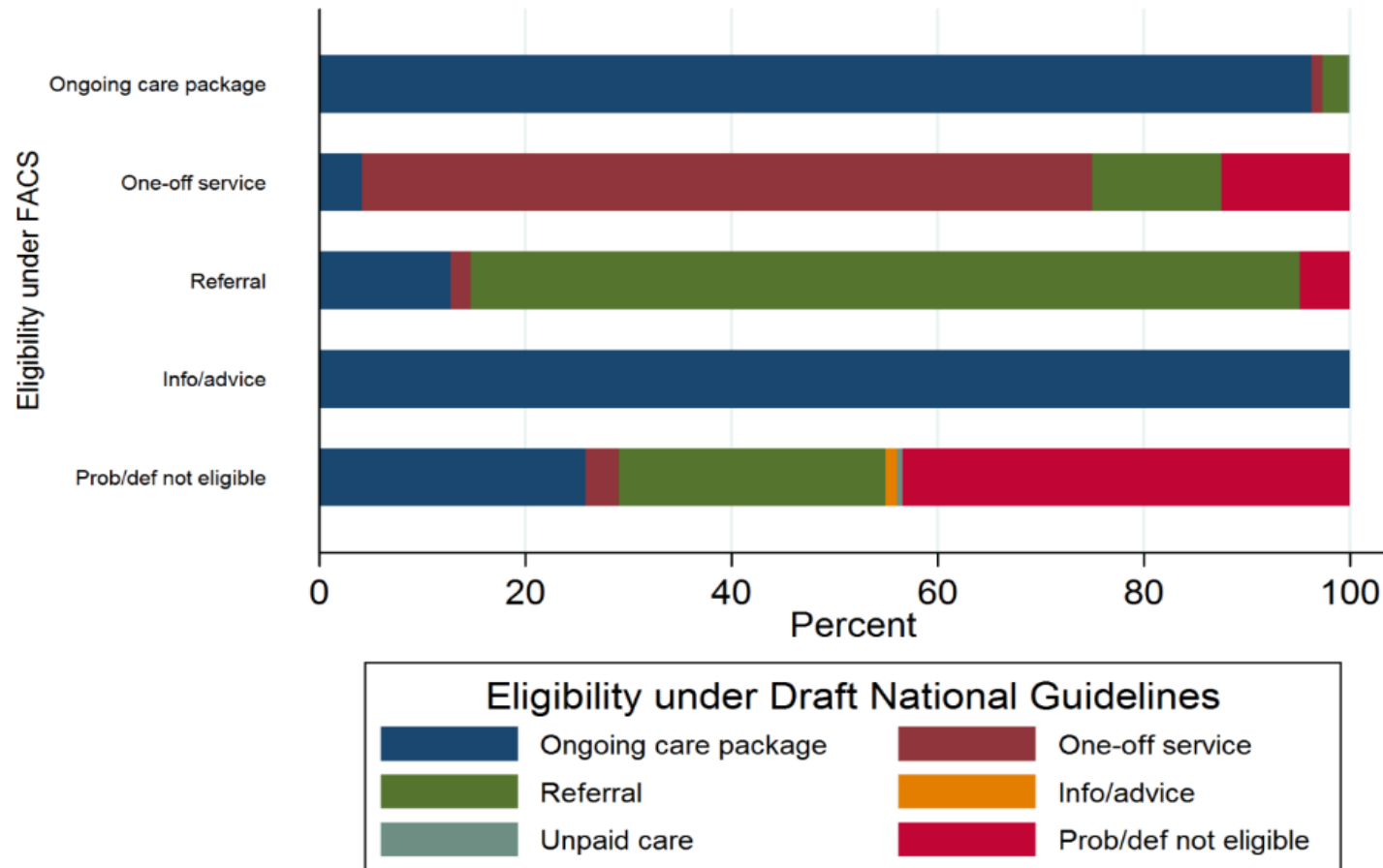


Assessed eligibility by FACS rating – vignettes for adults with a learning disability (percentage of responses)



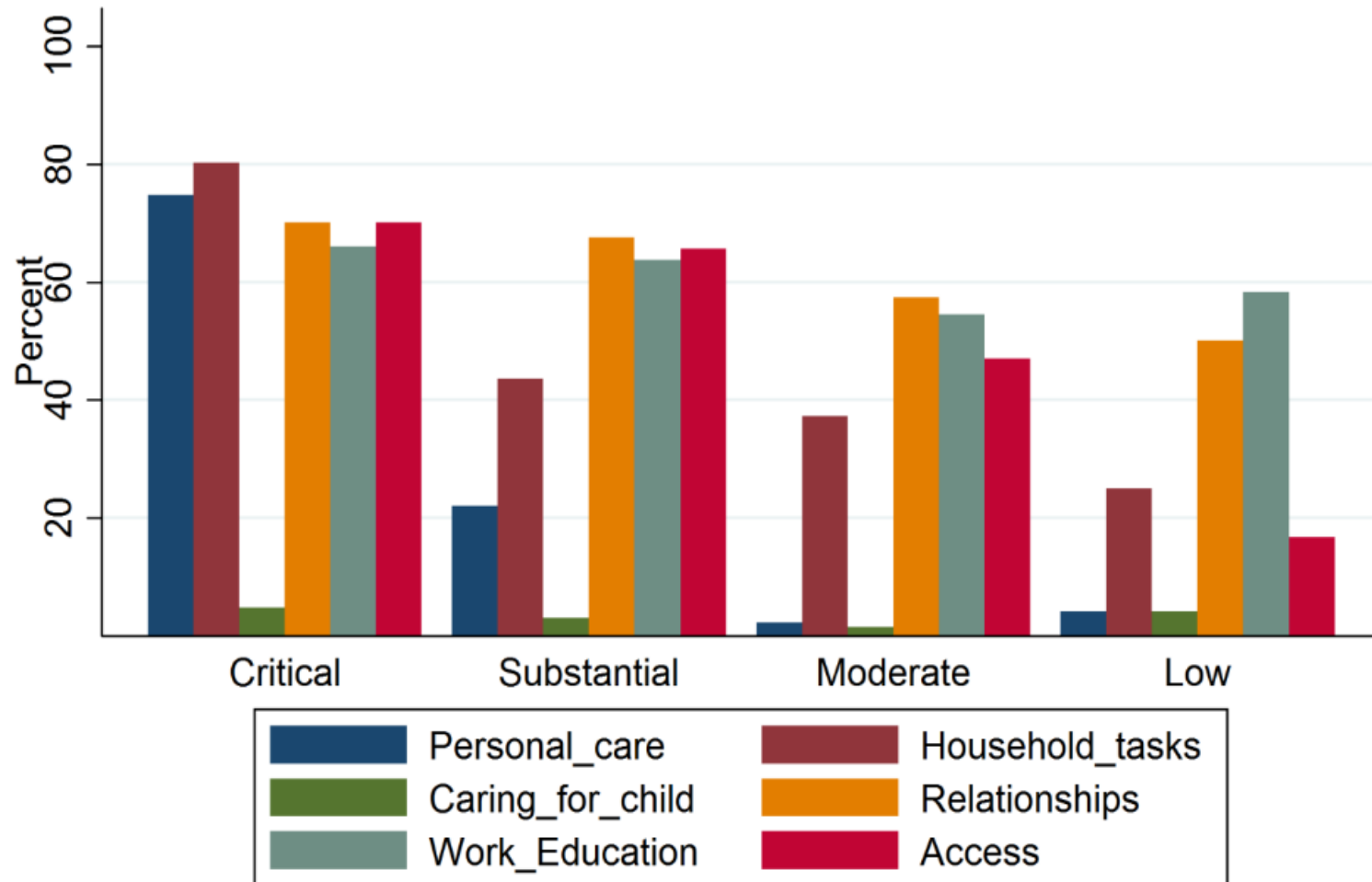
Note: excludes responses marked 'unsure'

Differences in eligibility and support between current FACS system and draft minimum eligibility guidelines – vignettes for adults with a learning disability (percentage of responses)

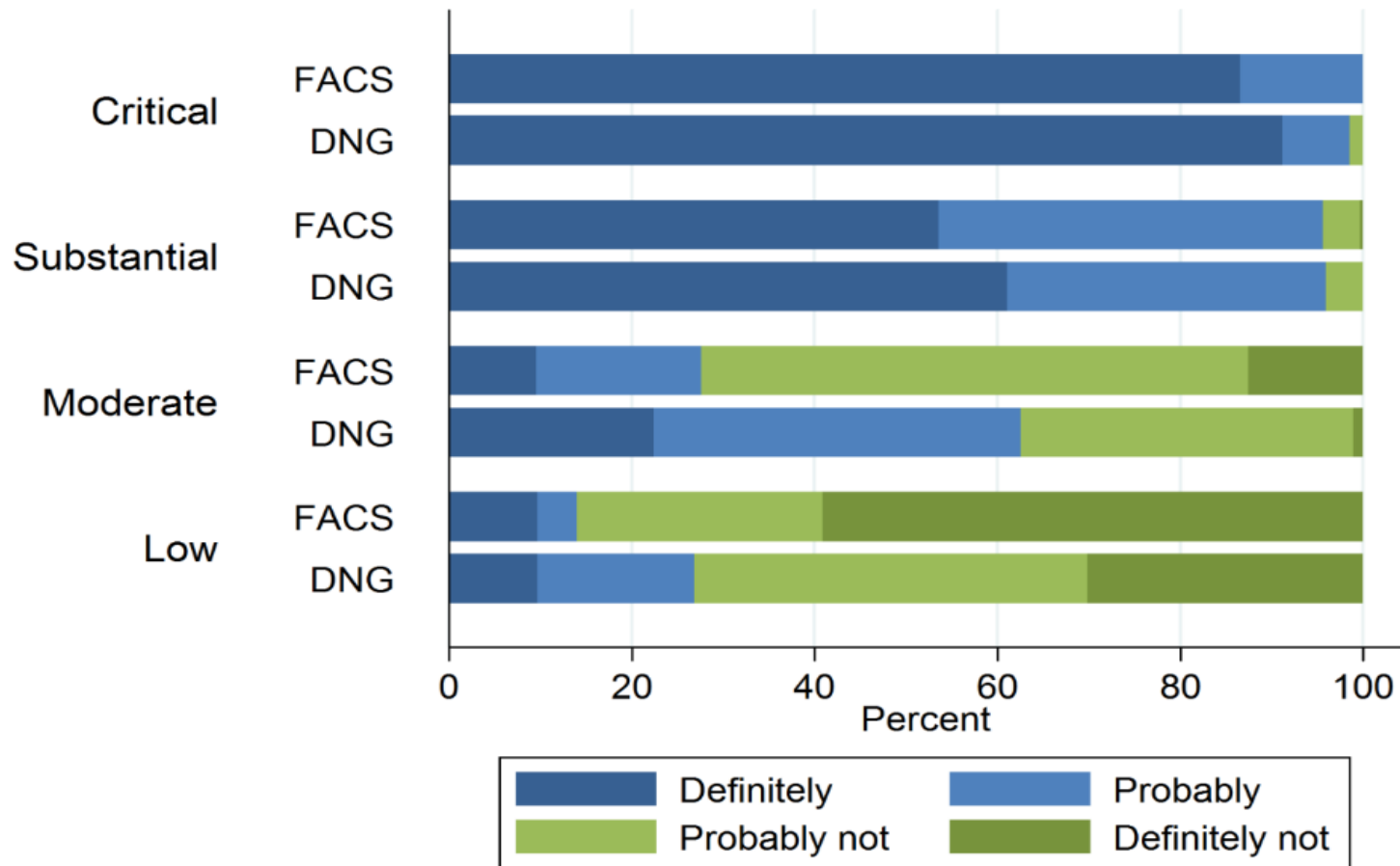


Note: excludes responses marked 'unsure'

Needs associated with eligibility under draft minimum eligibility guidelines – vignettes for adults with a learning disability

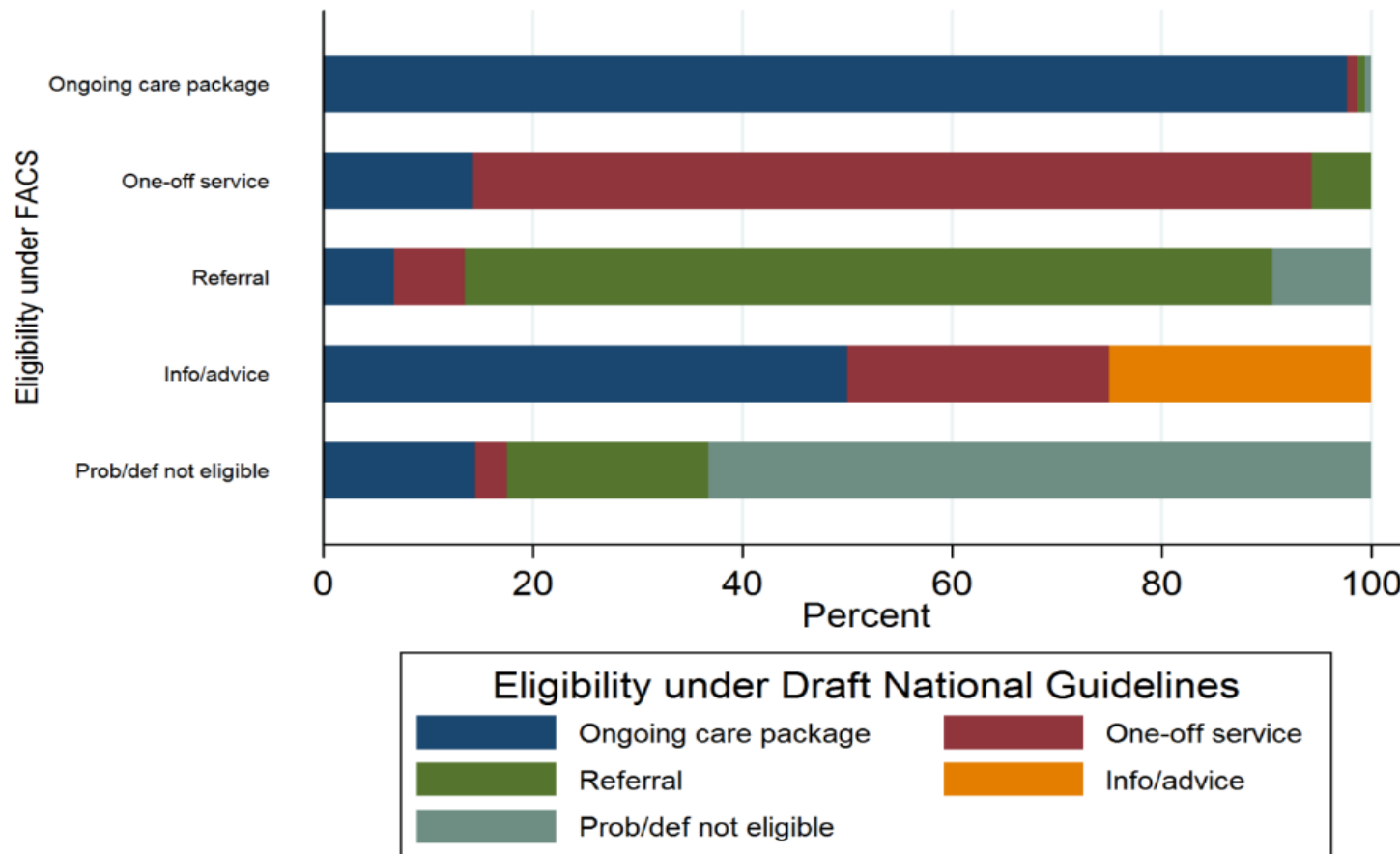


Assessed eligibility by FACS rating – vignettes for adults with mental health needs (percentage of responses)



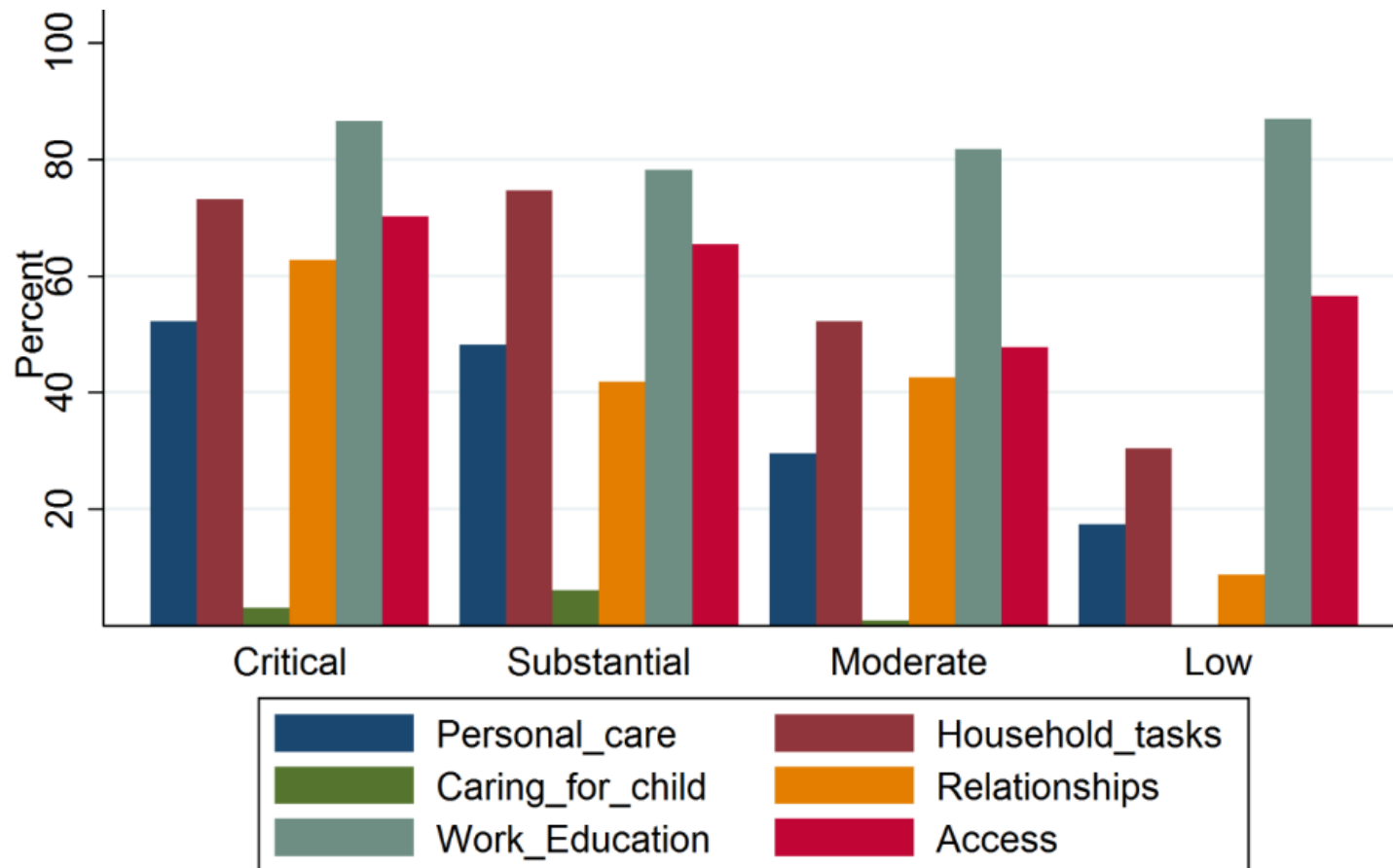
Note: excludes responses marked 'unsure'

Differences in eligibility and support between current FACS system and draft minimum eligibility guidelines – vignettes for adults with mental health needs (percentage of responses)

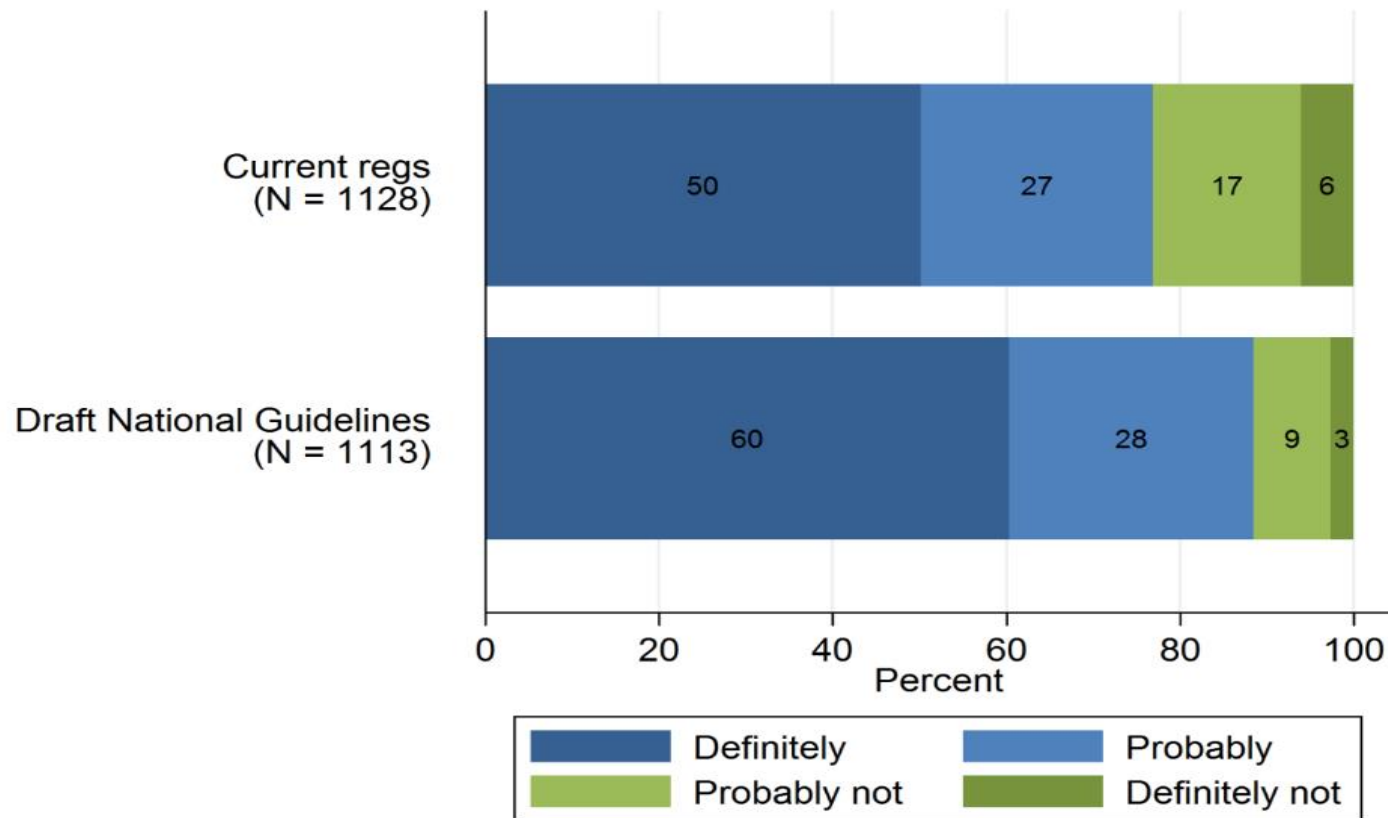


Note: excludes responses marked 'unsure'

Needs associated with eligibility under draft minimum eligibility guidelines – vignettes for adults with mental health needs

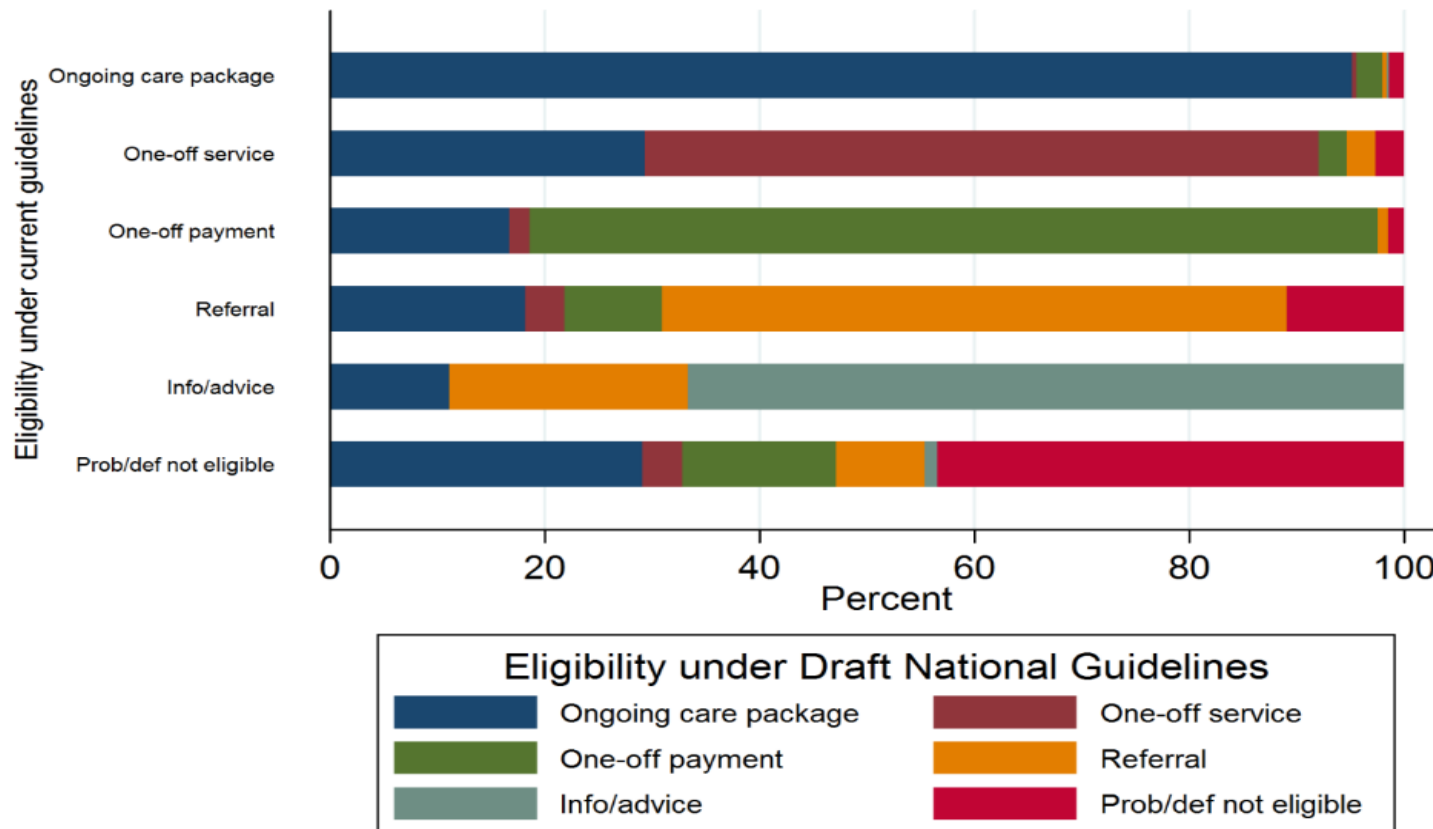


Assessed eligibility under current and draft minimum eligibility guidelines – carers' vignettes



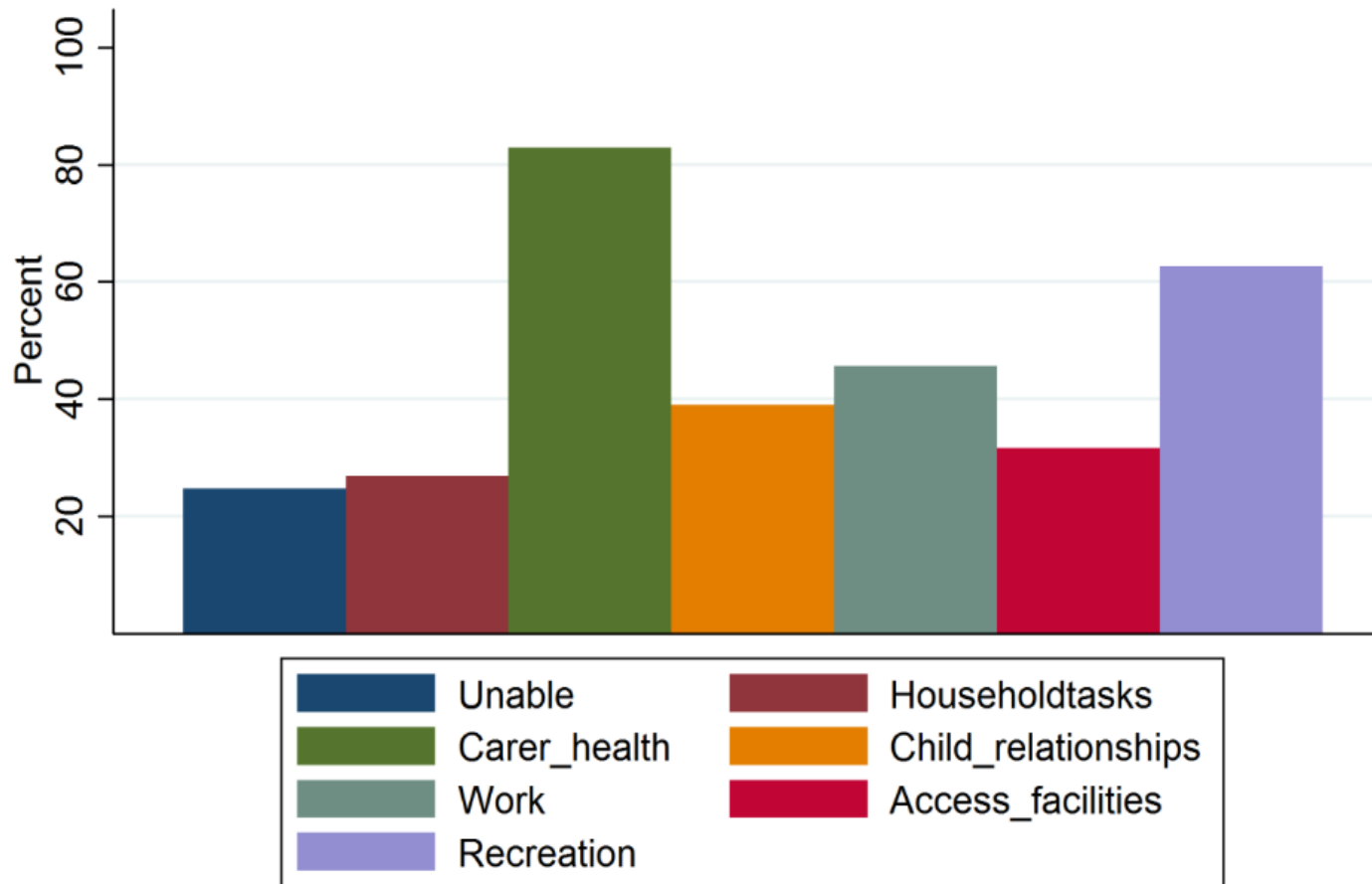
Excludes responses marked 'unsure'

Differences in eligibility and support between current FACS system and draft minimum eligibility guidelines - carers' vignettes (percentage of responses)



Note: excludes responses marked 'unsure'

Needs associated with eligibility under draft minimum eligibility guidelines – carers' vignettes



Looking ahead

- Revisions to national eligibility regulations
 - PSSRU assessment study:
 - Alternative draft regulations
 - Sample of real-life assessments
 - Estimates of costs
 - PSSRU local authority workshops
 - New regulations to be introduced 2015
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