

Quantum of Public Home Care Provision in Ireland

– A review 2008-2016

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Telling the Story – The Sandwich Carer



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What is the connection between Family Carers and Home Care ?

- 80% of Care is provide by Family Members
- 84% of those at Hospital Discharge time have Family Support available.
- Home Care can be a key support for some Family Carers - but its not for all.
- Often for older couples and their adult children - it can be what keeps the older person with care support needs at home as they age (**and** the “price” of staying at home)
- For those without Family support - it’s often the **essential** thing that keeps them at home.



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Research Limitations

- Focus on Home Care Support for 65 and over
- Information to hand – digging deeper
- Almost exclusively Quantitative (Ref ASI/IASW/UCD Report)
- Limited analysis of privately Funded Home Care



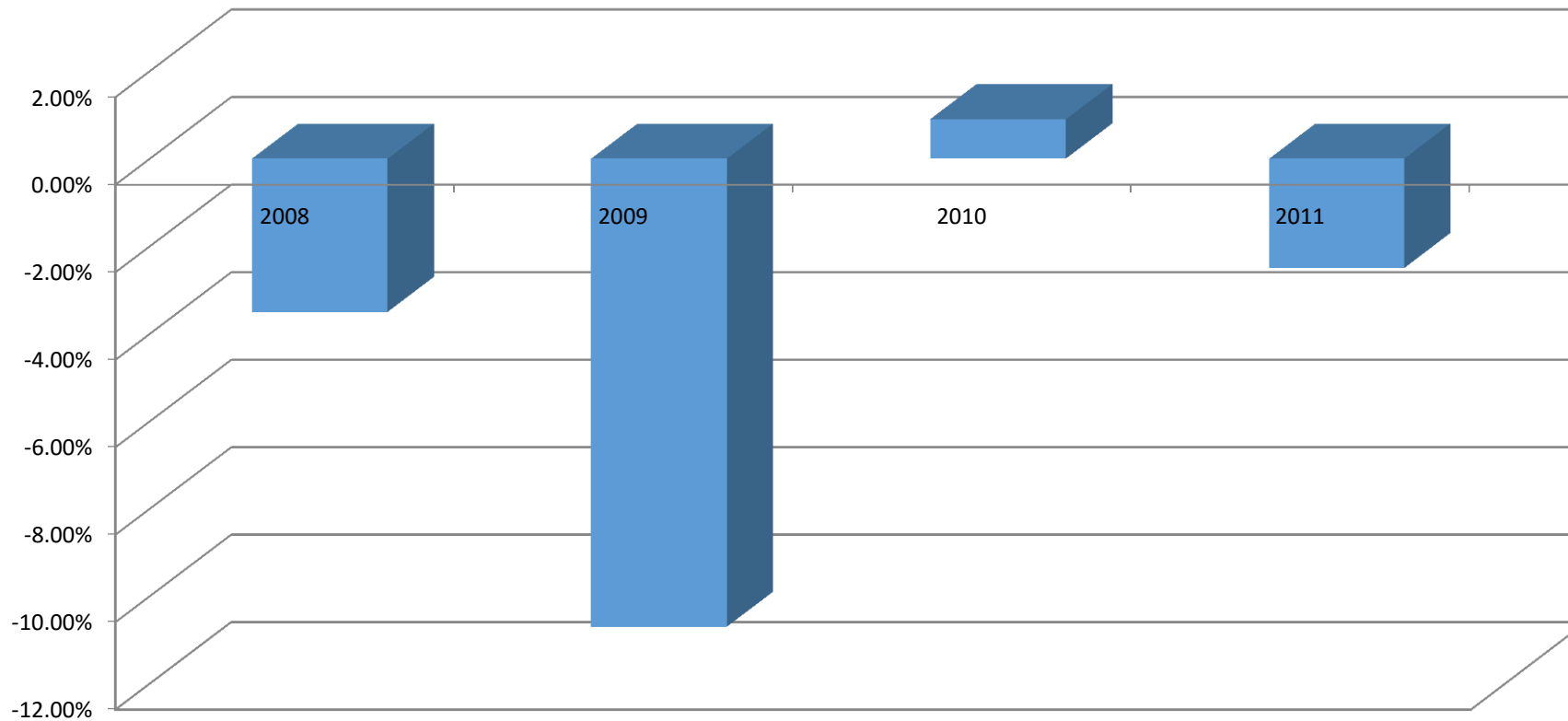
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Assumptions

- Conservative
 - Based on HSE Publications (Inconsistent estimates)
 - Conversations with NGO Home Care providers
- Home Care package (HCP) equates to 500 hours home care support per year
- Intensive Home Care (IHC) equates to 2,600 home care support hours per year (50 per week)
- Average cost of home care is €20 per hr.

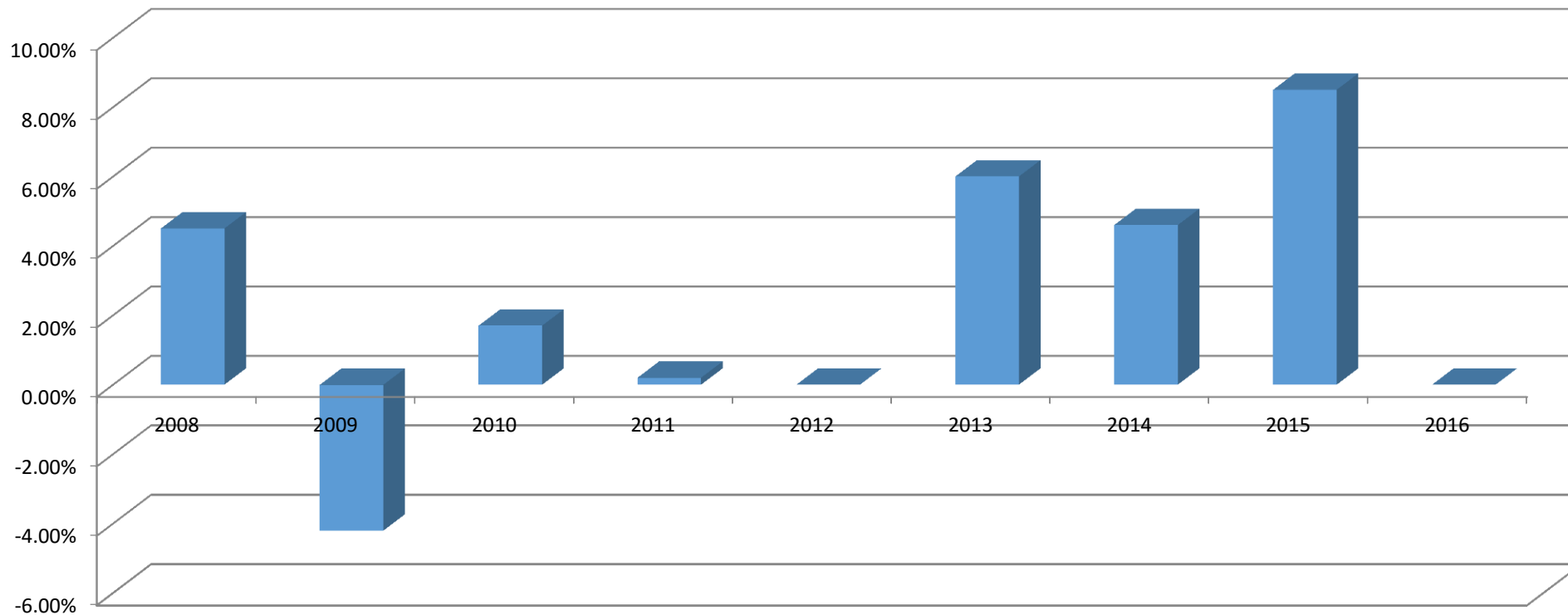
Economy Crashes – Cumulative 16% Decline 2008-2011

Change in Gross National Product (GNP) in Ireland 2008-2011



Home Care Provision 2008-2016

Provision of Publicly Provided Home Care 2008-2016



A quick word on Ageing Demographics in Ireland

- Internationally we have low % of 65 and over (12.6%) and 85 and over (1.45%) (in comparison with 17.8% and 2% in the UK respectively).
- Self-reported disability increases with age, rising to 72.3% of those over 85 years (HSE, 2015)
- But our age profile is rising more quickly; 65 and over (3.1%), 85 and over (4.2%) p.a
- Increased life expectancy (more independent people over 65, but also more dependent people over 65 with co-morbidities)



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Utilisation Rates

- **Definition - Example**

- 2008 – 100 people aged >65, 9 get home care, Utilisation rate 9%
- 2016 – 125 people aged >65, 10 get home care; Utilisation Rate; 8%

- **Depends somewhat on who you ask - provider or client**

- TILDA Study - 2009-2011- 8.2%
- State Provider (HSE) - suggest 10.1%-11.8% (2011)

- **Utilisation May mask reduction in Hours Home Care per Client**

- 2000 - Average of 8 hours home care/home help per client (Mercer, 2002)
- 2016 - Average of 4.2 hours home care/home help per client (HSE, 2016; estimate)
- The 15/30 minute visits - per The Guardian Reports etc.



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Table 1: Publicly Funded Home Care Hours 2008–2016

Year	HSE Target	HSE Target (Estimated Equivalent Hours)	Yr-end Outcome	Equivalent Hours Outcome	Outcome Variance to Target	Annual Change in Quantum Delivered
2008	11.78m HH 8,035 HCP	11.78m HH 4.02m HCP (15.80m)	12.6m HH 8,990 HCP	12.6m 4.5m 17.1m	+8.2%	n/a
2009	11.98m HH 8,700 HCP	11.98m HH 4.35m HCP (16.33m)	11.89m HH 8,959 HCP	11.89m 4.48m 16.37m	+0.2%	-4.2%
2010	11.98m HH 9,613 HCP	11.98m HH 4.81m HCP (16.79m)	11.68m HH 9,941 HCP	11.68m 4.97m 16.65m	-0.8%	+1.7%
2011	11.98m HH 10,230 HCP	11.98m HH 5.12m HCP (17.10m)	11.2m HH 10,968 HCP	11.20m 5.48m 16.68m	-2.4%	+0.2%
2012	10.7m HH 10,870 HCP	10.70m HH 5.44m HCP (16.14m)	9.8m HH 11,024 HCP	9.80m 5.51m 15.31m	-5.1%	-8.2%
2013	10.3m HH 10,870 HCP	10.3m HH 5.44m HCP (15.74m)	10.3m HH 11,873 HCP	10.30m 5.94m 16.24m	+3.2%	+6%
2014	10.3m HH 10,870 HCP 190 IHCP	10.40m HH 5.44m HCP 0.49m IHCP (16.33m)	10.3m HH 13,199 HCP 30 IHCP	10.30m 6.60m 0.08m 16.98m	+4%	+4.6%
2015	10.3m HH 13,800 HCP 190 IHCP	10.30m HH 6.90m HCP 0.49m IHCP (17.69m)	10.44m HH 15,272 HCP ¹¹ 130 IHCP	10.44m 7.64m 0.339m 18.42m	+4.2%	+8.5%
2016	10.44m HH 15,450 HCP 130 IHCP	10.44m HH 7.73m HCP 34m IHCP (18.51m)				+0% (Target)



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Table 2: Estimates for Home Care Deficits 2011–2016

(Using 2011 HSE target service delivery baseline)

Year	Home Help (hrs)	HCP (Estimated Equivalent Hours)	Demographic Pressures	Total Hours Needed Based on 2011 Target Service Delivery (million hours)	Total Hours Delivered	Estimated Deficit (hrs)
2011	11.98m	5.12m	1	17.10m	16.68m	420,000
2012	12.37m	5.29m	1.0325	17.66m	15.31m	2,350,000
2013	12.77m	5.46m	1.07	18.23m	16.24m	1,990,000
2014	13.19m	5.64m	1.10	18.82m	16.98m	1,840,000
2015	13.61m	5.82m	1.14	19.43m	18.43m	1,000,000
2016	14.06m	6.01m	1.17	20.07m		1,640,000

Notes:

Column 4 reflects the annual percentage increase in hours of home care needed to sustain the level of access (i.e. utilisation ratios). This is estimated at 3.25% annually. This estimate is based on the 2015 HSE report, *Planning for Health Trends and Priorities to Inform Health Service Planning 2016*; see Appendix II.



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A little about Privately Paid for Home Care in 2016

- Unregulated (HIQA 2016/2017/2018)
- Formal sector (i.e. agencies) is significantly franchise-based
- Small % of the overall Home Care Market; 10-15% but seems to be increasing
- In 2014 only 1,910 tax payers got €8.1m in tax relief (Max relief is €75,000 @40% pa)
- Paying cash to the neighbour up the road V's paying an agency



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The Data –in Summary; 2008-2016

- After falling by about 10% (2009-2012) public home care provision has **increased** by 20% (2013-2016)
- Allowing for demographic pressures over 9 years, utilisation rates have reduced by approximately 10%
- **1.6** million Home Care Hours Deficit Based on 2011 HSE Target Delivery) – rising annually



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So who makes the up the Home Care Deficit?

- Does it result in more neglect of those in need of care? (Probably)
- Does it result in increased unnecessary admissions to acute hospitals and or delayed discharges? (Probably - materially)
- Do Family Carers provide more care (Yes) – and become more detached from the labour market (??- ref Carers Benefit)
- Is privately funded more prevalent?(Seems to be)
- Are more people un-necessarily entering Long Term Residential Care (Placement Committees Variability?)
- (Possibly - 4.5% as compared to 4% of OECD 65 and over population)



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Evolution of Home Care Provision

- Primary Care Teams – or still exclusively PHN driven? Community SW?
- Tendering - to lowest cost provider
- Legal Cases Pending -
- Carer Needs Assessment/InterRAI Single Assessment Tool
- Role of ICT
- Virtual Wards
- Who holds the money? Hospital or Comm Care?



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Ongoing Research in Home Care Support

- Genio – Maria Pierce – Dementia HCP's - Ongoing
- IASW/UCD/AA/ASI – Donnelly et. al. Home Care Report, June 2016
- Joining the Dots – Debra O'Neill, HSE, Sept 2016
- Virtual Wards, Clare Lewis, HSE/DCU - Ongoing



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Emerging Themes

- Regulation/Inspection - public respite beds being closed
- More use of Step Down Facilities -
- Increased Pressures on Family Carers (Raised bar for accessing HC – more complicated caring (Peg Feeds etc.)
- More demand for Family Carers
- Cost pressures on HC (LRA, 5% 18mths)
- Complex Relationship between Hospital Discharge/Family care Availability/Home care Provision



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Some Possible Alternative Models of Funding (I)

Current Model (Ireland)

- **90-95 % State pays** – not means tested - but limited availability based more on budget allocation **not** objectively assessed need
- **Tax relief for private home care** (agencies as employers) - at marginal rate of tax (40%) – attractive to franchises – but why low take up?
- **Black Market** - 'the neighbour up the road' - difficult to quantify level
- **Positives of Current Model** - Free at source
- **Negatives of Current Model** - Allocation based more on budgets than on assessed needs



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Alternative Models of Funding (II)

Possible Future Model

- (Informed by more comprehensive assessment models - INTERRai - Agreed Optimum Utilisation Rates)
- Deferred Payment Model - (similar to that currently used to part-fund Nursing Home Care)
- **Positives** - Based on need not budget; **Negatives** - Clients/Families would have to pay more

Would Need

- **Cash up front** - People who need home care tend to live for a many years – their assets (mainly their home) will not become available to the state in the short term
- **Political will** - Risky - Unintended consequences
- **Societal Buy In** - Quality Care Matters and Costs - People have got used to getting (limited) home care for free – Double taxation?



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To Summarise – Over the Period 2008-2016

- Utilisation rates reduced and then have partially increased – but utilisation rates can mask actual provision
- Demographics suggest need for c.4% increase in provision to keep pace with demand.
- Home Care remains unregulated and private provision is growing but probably remains significantly 'black market' based.
- No legislative basis for Home Care Provision (Currently)
- Entry to Residential Care supported (perversely) by legislation (Fair Deal)
- Debate beginning about charging to enable more provision- potentially politically difficult



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What about Mary?



References

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(Resources ; Nursing Homes Support Scheme, a Fair Deal <http://bit.ly/2bCEJs6>)

InterRAI Assessment Tools See <http://interrai.org/>

UK Home Care Analysis - *Focus On: Social care for older people Reductions in adult social services for older people in England*. Sharif Ismail, Ruth Thorlby and Holly Holder <http://bit.ly/2bVHJ2Q>



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Thank You!

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