



Description of the Challenge

The challenge posed by the Department of Social Action of the Bizkaia Provincial Council is entitled: ***“What strategies could be used to minimise the risk of unwanted admissions (in care homes or hospitals) of dependent persons and improve their quality of life and that of the non-professional caregivers who look after them?”***

This challenge addresses the need to identify intervention proposals and healthcare and/or community strategies to prevent and minimise the risk of the unwanted institutionalisation of dependent persons who are cared for at home, improving their quality of life and that of the non-professional carers who look after them and care for them.

Background

The majority of people wish to grow old at home and to remain at home for as long as possible, even when they require support as a result of their state of dependency, and for the necessary support to be provided in their usual environment, their home and/or their community.

For this reason, the Bizkaia Provincial Council, in addition to managing care services of a residential nature, wishes to further its efforts in identifying strategies and proposals for healthcare and community intervention that minimise the risk of the unwanted institutionalisation of dependent persons and improve their quality of life, as well as that of their carers.

In Bizkaia, there are currently around 40,000 people with a recognised degree of dependency¹, of whom over 21,000² receive an Economic Benefit for Care in the Family Environment (PECEF) and, therefore, in these households there is a person from the social and family network who lives with the dependent person and acts as a primary carer.

In this regard, the Bizkaia Provincial Council wishes to improve the quality of life of dependent persons who are cared for at home, as well as the quality of life of their non-professional carers, by identifying proposals for intervention, services, support, and prevention strategies both in the healthcare and/or community sphere that postpone dependency as much as possible, minimise the risk of unwanted institutionalisation, and increase the well-being of both the dependent person and their carers.

¹https://www.bizkaia.eus/Home2/archivos/DPTO3/Temas/Pdf/Indicadores%20de%20gesti%C3%B3n/Mendetasunaren%20ebaluzioak%20Adierazleak_%20Indicadores%20VD%202019-2021.pdf?hash=4c2e727775c75ac4812ea89de10f4d1&idioma=CA

²<https://www.bizkaia.eus/Home2/archivos/DPTO3/Temas/Pdf/Indicadores%20de%20gesti%C3%B3n/2019-2021%20PECEF-FGZPE.pdf?hash=f177ce41c7589f75d43f68e0a4e0de37&idioma=CA>



The Department of Social Action (DAS) wishes to further develop initiatives, proposals, and/or strategies aimed at this objective, guaranteeing adequate care for dependent persons who remain at home and reinforcing the support network of non-professional carers.

The aim of this challenge is to identify new strategies to be addressed by the Bizkaia Provincial Council in order to support increased personalisation of care for dependent persons who are cared for at home, where they wish to remain even if they need support, and also to support the development of the well-being of their carers.

Through this challenge, the Bizkaia Provincial Council aims to identify new responses, niche strategies, and models for detecting specific groups of frail people in order to determine personalised strategies and initiatives for long-term care at home.

Stakeholders

The response to this challenge must take into consideration the following key actors in the framework of long-term care at home for a dependent person.

- Dependent persons who are cared for at home, with a person from their family network acting as the main carer.
- Non-professional primary carers who act as a main carer in relation to the Economic Benefit for Care in the Family Environment.
- Other family members and people in the care ecosystem of the dependent person, who may be involved in jointly provided care.
- Consideration of other agents involved in the care of dependent persons and carers.
 - Primary care social services; basic social services
 - Healthcare system
 - The community environment as a facilitating agent
 - Third sector agents
 - Business environment

Needs

The increase in life expectancy and the ageing of the population leads to an increase in dependency, mainly for older members of the population. The increase in the prevalence of dependency among the very old as well as chronic illnesses has increased the need for long-term care.



In this regard, the desire of dependent elderly people is to remain at home, even if they need support and care due to their degree of dependency. This situation requires adaptation of the systems, management, and organisational models to provide support for dependent persons whose care is provided at home and for their carers.

The Bizkaia Provincial Council is promoting the transition in long-term care, in order to provide a better response and support to people who need care for a prolonged period of time, focusing on them, as agents of their own lives, and the people who participate in their care ecosystem, with a special focus on carers.

In 2018, the approval of the Statute of Carers was an important step in recognising carers as recipients of public care policies, especially regarding the care of dependent persons in the family environment. The obligations and rights established in the Statute of Carers include measures that can make the development of the carer's life more comfortable in relation to the work involved in caring for the dependent person, through the right to rest, social welfare, training, information, and ergonomics.

In order to make further progress in caring for carers, as well as offering the necessary support to dependent persons, it is vitally important to develop models, systems, and the identification of personalised lines of action in the following areas.

- Prevention strategies in the healthcare and community sphere that can provide support to avoid overburdening carers and prevent acute episodes of worsening dependency in dependent persons.
- Identification of the critical factors that suggest the institutionalisation of dependent persons is imminent.
- Description of groups with higher incidence levels or fragile people whose needs require the personalisation of proactive actions and initiatives.
- Service proposals, niche strategies, and support for each segment or group, together with stratification and monitoring models that make it possible to anticipate situations where the quality of life may worsen for dependent persons and carers.

Objectives

In this context, the Bizkaia Provincial Council is launching this specific challenge which aims to gather proposals and strategies from agents with knowledge and experience in the field of social services to meet the following needs:

- What could be the key factors that determine a situation of severe overburdening that leads to a risk of unwanted institutionalisation?



- What data analysis model could be useful in predicting the risk of institutionalisation and prioritising preventive measures or responses to a specific situation, for groups of people who are more fragile or vulnerable?
- What niche initiatives and strategies can be devised to reduce the risk of institutionalisation and improve the quality of life of dependent persons who are cared for at home, and that of their carers?
- How can we prevent foreseeable situations of worsening dependency, based on information on anticipated developments and key indicators?
- How can we strengthen the ecosystem of care for dependent persons in their homes?
- How can we build a model for monitoring and tracking the key factors to be assessed to detect overburdening and the risk of institutionalisation?
- What other sources of information should be taken into account to improve the risk identification model and what would be the critical data?

In an **initial phase**, proposals will be invited to address the challenge, such as lines of action to be developed, strategies, identification of the most vulnerable segments of the population, the design of data analysis models, etc. For this purpose, a set of fictitious data will be made available to the participating entities to serve as a guideline for the proposals to be made.

For the proposals that are shortlisted for the **second phase of the challenge** through the evaluation team set up for this purpose, the Bizkaia Provincial Council will make available to the entities a set of anonymised data of dependent persons and their carers in Bizkaia. It will do so after having carried out the appropriate Data Protection Impact Assessment (DPIA) that has made it possible to reduce the risk of identification to the minimum extent possible and, therefore, the unlawful processing of the personal data involved in this initiative.

The dataset that will be made available to the shortlisted companies contains a total of 70,000 records representing 43,000 dependent persons and their main carers with whom they live and who are considered to be a primary carer in relation to the Economic Benefit for Care in the Family Environment.

Context of use

With the aim of contributing to a better understanding of the data that will be made available to make proposals to the challenge, below is a description of the main data that will form part of the dataset that the Bizkaia Provincial Council will make available in this challenge.

The dataset consists of anonymised data from a total of over 43,000 households in Bizkaia in which the dependent person is aged 60 or over and has at some point been the beneficiary of an Economic Benefit for Care in the Family Environment.



The set of data therefore reflects the descriptive data on the dependent person and the carer in their family environment, considered to be the primary carer. It covers a set of historical data, including persons who have passed away, and the group of services and benefits of which they may have been beneficiaries.

The specific data that will be offered in the dataset are shown below as an example, although some data may be masked as a consequence of the DPIA carried out in order to avoid the risk of re-identification.

Data of the dependent person.

- Gender of the dependent person.
- Age of the dependent person, at the time of data collection, at the time of application for admission to or actual admission to a care home, or death.
- Degree of dependency and points of the dependency assessment, according to the last dependency assessment.
 - Development of the degree of assessment in the previous year, using the categories (better-worse-equal) for a comparison with a previous assessment.
 - Average number of assessments and individual care plans per year, indicating the number of times a dependency assessment or update of the Individual Care Plan has been carried out since the first assessment.
- Year of death of the beneficiary.
- Municipality where dependent the person resides, according to the population range (less than 5,000, between 5,000 and 10,000, between 10,000 and 20,000, between 20,000 and 50,000, between 50,000 and 100,000, and over 100,000 residents).
- Characteristics of the property, and specifically, the availability of sufficient space at home, based on the opinion of the professional who carries out the corresponding Dependency Assessment.
- Number of carers considered to be primary carers for the benefit that the dependent person has had since his or her first dependency assessment.
- Level of income.
 - Last amount of the Financial Benefit for Care within the Family Environment.
 - Level of income of the dependent person according to the last financial assessment.
- Employment situation of the dependent person, obtained from the Social Report, according to the information in their last Individual Care Plan.
- Services of which the dependent person has been the beneficiary.
 - Description of the services provided: care in a care home, temporary admission to a care home, aid for support products (Gizatek), etc. A different



record is shown for each service of which the dependent person has been the beneficiary.

- Duration, in months, of the service of which the person has been the beneficiary.
- Number of years elapsed from the first dependency assessment until the granting of the Economic Benefit for Care in the Family Environment.
- Date on which the dependent person applies for admission to a care home, if applicable.

Data on the carer.

- Gender of the carer.
- Age of the carer, at the time of data collection, at the time of application for admission to or actual admission to a care home, or at the time of death.
- Family relationship with the dependent person: relationship of the carer with the beneficiary.
- Time commitment of the carer according to the information collected in the last home care assessment/monitoring.
- Indicator of whether the carer also works outside the home.
- Indicator of whether the carer receives support from his or her social network.
- Other indicators linked to the type of support needs of dependent persons, obtained from the scales applied at the time of assessment or through the monitoring of the situation of dependency (Resident Assessment Instrument and Dependency Assessment Scale), which in principle could be linked to the risk of institutionalisation, the diagnosis of neurological or psychiatric illnesses, difficulties relating to communication, cognitive patterns, etc.

References

Below are some of the regulatory references that may be useful for this project:

- <https://web.bizkaia.eus/es/personas-cuidadoras>.
- [Law 12/2008, of 5 December, on Social Services](#).
- [DECREE 185/2015, of 6 October, on the portfolio of benefits and services of the Basque Social Services System](#).
- [PROVINCIAL DECREE of the Bizkaia Provincial Council 192/2018, of 26 December, regulating the status of carers and the financial benefit for care in the family environment](#).



- [PROVINCIAL DECREE 124/2021, of 7 September, of the Bizkaia Provincial Council, regulating the financial benefit linked to the rest of the carers of persons receiving the financial benefit for care in the family environment through the temporary care home service.](#)
- [Provincial Decree of the Provincial Council 17/2014, of 25 February, which regulates the system of access to the provincial public service of care homes for dependent persons and the conditions for the provision of the permanent stay service.](#)
- [Provincial Decree of the Provincial Council 87/2017, of 28 June, regulating the system of access to the provincial public service of residential homes for dependent persons and the conditions for the provision of the permanent stay service.](#)