

## EAST AYRSHIRE COUNCIL

### SOCIAL WORK COMMITTEE – 18 MAY 2006

#### “THE FUTURE CARE OF OLDER PEOPLE IN SCOTLAND”

#### Report by the Executive Director of Educational and Social Services

### 1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to advise Social Work Committee of the publication by the Scottish Executive on 3 May 2006 of the second and final report from the Range and Capacity Review Group – “The Future Care of Older People in Scotland”.

### 2. BACKGROUND

- 2.1 The National Delayed Discharge Action Plan (March 2002) highlighted the need to carry out a range and capacity review of community care services for older people, and led to the establishment of this Range and Capacity Review Group.

- 2.2 The Group’s remit was:-

- To examine evidence of the future health of older people and consider the implications for the provision of care services.
- To investigate the use of existing models of care and the use of other services and supports as an alternative to long term residential care.

- 2.3 In fulfilling this remit, the Group sought to articulate and inform the development of a vision for care that provides services for older people as and when they need them. Accordingly the vision needs to:-

- be flexible;
- respond to changing circumstances, and
- be adaptable to local needs (linking in to local capacity planning at local authority/health board level).

- 2.4 The first report of the Group “*Projections of Community Care Service Users, Workforce And Costs*” was published on 16 July 2004. This was modelling work that presented 7 scenarios and then, for each of these scenarios, set out statistical projections at a Scottish level up to 2019. It did not set out the context for care, nor did it make recommendations about the way forward. These issues are now addressed in this report.

It did however come to the conclusion that “Local Authority models of community care have been changing, with a move away from care in care homes to more support of people in the community” and that “there is a need for new models of care to be further developed”.

- 2.5 In East Ayrshire we have been pro-actively developing a framework of services to meet the future needs of older people in our communities. In so doing we have substantially addressed many of the issues raised in this report. This is evidenced through the Capacity Planning Report approved by Social Work Committee on 9 September 2004 and more recently The Strategic Direction Of Older Peoples Services and A Supported Accommodation Strategy For Older People in East Ayrshire reports approved by Social Work Committee on 20 April 2006.

### **3. THE REPORT**

- 3.1 There are three principal strands that lead to the report conclusions:-

1. Drivers for Change;
2. The context in the light of recent, major reports (notably *Building a Health Service Fit for the Future* (the Kerr Report), *Delivering for Health, Better Outcomes for Older People*, and the 21<sup>st</sup> Century Social Work Review), and
3. A vision for care for the increasing ageing population in years to come.

#### **3.2 Drivers for Change**

The Report notes the following drivers for change:-

- Demography – Scotland’s ageing population, the increasing numbers of older people expected in the next 10 and 20 years.
- The rise in the number of older people living alone, which has been particularly rapid in the last ten years. Between 1991 and 2001 the numbers of people aged 85 and over who lived alone increased from 30,000 to 44,000, mainly reflecting a rise in numbers in the age group but also a rise in the proportion living alone.
- The increased incidence and burden of chronic illness.
- Rising public expectations.
- Workforce pressures, including: -
  - An ageing workforce;
  - Fewer people coming into the labour market;
  - More working part time, and
  - The European Working Time Directive.

### 3.3 **Context Of Report**

The report and recommendations are set in light of other contemporary policy that are relevant to future models of care to meet the needs of Scotland's ageing population.

#### **Building a Health Service Fit for the Future (The Kerr Report)**

Building a Health Service Fit for the Future, also known as the Kerr Report published in May 2005, essentially sets a clear agenda for any NHS Boards and Community Health Partnerships to work across barriers between primary and secondary care and engage with partners in social care to shift the balance of care from institutional responses to health and social care in the community.

#### **Better Outcomes for Older People: Framework for Joint Services**

Establishes a framework for joint services for older people.

#### **The Future of Unpaid Care**

The Care 21 Unit within the Social Work Services Division of the Scottish Executive, commissioned work on the future of unpaid care over the years to 2014. Its report "*The Future Of Unpaid Care in Scotland*" recognises the vital role of unpaid carers and seeks to support and harness this for future care provision.

#### **Changing Lives: Report of The 21<sup>st</sup> Century Social Work Review**

The 21st Century Social Work Review identified that doing more of the same won't work. Social work services do not have all the answers. They need to work closely with other universal providers in all sectors to find new ways to design and deliver services across the public sector.

Social workers' skills are highly valued and increasingly relevant to the changing needs of society. Yet we are far from making the best use of these skills: Tomorrow's solutions will need to make the best use of skills across the care workforce.

### 3.4 **The Vision For Care**

The report provides analysis of the care that will be appropriate for the increasing numbers of older people and develops a vision for future models of care. The "Vision" is not prescriptive to local partners and for East Ayrshire the themes are familiar and the basis for our Strategic Direction of Older People's Services.

Themes highlighted in the Vision of Care are:-

#### **Active ageing and healthy living and well-being**

Many older people are fit and well, active contributors in many aspects of life. They utilize universal services and provide essential supports as family carers.

## **Housing**

Housing has a significant contribution to make towards the care needs of older people. There is a need for more creative housing solutions in all sectors for example, the role of extra care housing as a substitute for care homes.

## **Flexible Care at Home Services**

This emphasises the need to continue to modernise traditional care services - e.g. development of overnight care services, shift to more intensive care at home, reviewing day services in the light of more personal services, joining up day centres and day hospitals, and more flexible use of care home provision.

## **Intermediate Care Services**

These are services for older people with complex and/or more intensive needs, that are able to respond to rapid changes in the personal needs or frailty of those people.

Examples of such services include:-

- Intensive care at home, including rapid response and early supported discharge;
- Short stays for rehabilitation and respite - often known as intermediate care or step-up/step-down services, and again important between hospital and home.

## **Telecare**

The report is particularly supportive of the use of new technology in developing care supports for vulnerable people.

The report makes a significant recommendation to the Scottish Executive to introduce a telecare grant of £4m a year for 2 years to encourage the introduction of telecare, operating on a challenge basis.

## **4. FUNDING/REGULATION ISSUES**

- 4.1 The report notes the complex funding arrangements for community support services across funding streams in Local Authorities, Health and Department for Work and Pensions.
- 4.2 It recognises the practical difficulties arising from reporting and accountability arrangements and recommends the Scottish Executive reviews the impact of different accountability arrangements surrounding care and support of older people.
- 4.3 The report advises partnerships to consider value for money and specifically “The present arrangement whereby some relatively low dependency care in council residential homes can cost significantly more than that given to nursing homes for very dependent people”.

- 4.4 The report further recognises that in respect of regulation there are 8 regulation and inspection bodies. The report makes 3 recommendations in respect of regulation and specifically “we should support the aim to move to more proportionate and targeted regulation....allowing more effort to be directed towards service provision”.

## **5. CONCLUSION**

- 5.1 This report sets a direction for community care services in the years ahead, and for development across the interaction with health care services. It is entirely consistent with the Two Framework documents mentioned above – *Better Outcomes for Older People and Building a Health Service Fit for the Future*.
- 5.2 The recommendations of the report are outlined in appendix 1.
- 5.3 The report concludes that local partnerships should further develop capacity plans ensuring that demography, social care, health, housing, leisure and staffing issues are addressed.
- 5.4 For East Ayrshire the report reaffirms those local policies developed to meet the needs of local communities as outlined in previous reports are consistent with the future development of national policy.

## **6. POLICY / LEGAL IMPLICATIONS**

- 6.1 The recommendations of the Range and Capacity Group report are in line with current local and national policy of supporting older people to live at home when it is safe and practical to do so.

## **7. FINANCIAL/PERSONNEL IMPLICATIONS**

- 7.1 The financial implications identified in this report are consistent with those previously reported to Committee.
- 7.2 The proposed introduction of a telecare grant as outlined in section 3.4 offers opportunities for resources to develop innovative practice.
- 7.3 The personnel implications identified in this report are consistent with those previously reported to Committee.

## **8. COMMUNITY PLANNING IMPLICATIONS**

- 8.1 The development of effective models of care to support older people in the community is consistent with the Improving Health, Improving Opportunities, Eliminating Poverty and Community Safety themes of the Community Plan.

## **9. RECOMMENDATIONS**

9.1 Social Work Committee is asked to:-

- (i) agree that the Executive Director of Educational and social Services should bring an updated Capacity Plan to a future Committee,
- (ii) agree that East Ayrshire Social Work should seek to develop services utilising income from the Scottish Executive Telecare Grant if this is established in line with recommendations of the report, and
- (iii) otherwise note the contents of this report.

**Graham Short**  
**Executive Director of Educational & Social Services**  
**EF/JB**  
**9 May 2006**  
**Encl (1)**

### **LIST OF BACKGROUND PAPERS**

- (1) Better Outcomes for Older People : Framework of Joint Services, 2005
- (2) Building a Health Service for the Future NHS Scotland, 2005
- (3) Procurement of Residential Care: Update and Next Steps, Improvement Service, 2005
- (4) Report of the 21<sup>st</sup> Century Social Work Review, Changing Lives, 2006

For further information on this report please contact:-  
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**IMPLEMENTATION OFFICER : JACKIE DONNELLY**

### REPORT RECOMMENDATIONS

- That the vision for care (as outlined in section 3.4 of this report) should be followed by the Scottish Executive, NHS Boards and local authorities throughout Scotland as they develop services.
- The Scottish Executive should introduce a telecare grant of £4m a year for 2 years to encourage the introduction of telecare, operating on a challenge basis.
- Regardless of whether or not a telecare grant is introduced, local authorities should explore the use of telecare.
- Greater priority should be given to, and much wider use made of, equipment and adaptations.
- Consideration should be given to additional investment in improving palliative care services.
- The emphasis in Scotland should continue to be towards enabling people to live as normal a life as possible in their own homes. Where they are unable to do so they should have the right to choose other housing options such as care at home, supported housing, or very sheltered housing.
- Every Community Planning Partnership should have a forward looking Capacity Plan.
- All statutory agencies and the independent sector need to work more closely on workforce planning and workforce development in particular identifying new roles, joint training and collaboration on recruitment.
- The Scottish Executive should review the impact of different accountability arrangement surrounding the care and support of older people, and the scope to promote more flexibility and integration in the planning and funding of services for older people.
- We should support the aim to move to more proportionate and targeted regulation, registration and inspection, whilst maintaining standards, allowing more effort to be directed to service provision.
- Where the providers of a service are being innovative by offering services in new or flexible ways, the regulatory regime should not work as a disincentive.
- There is a need to keep the definitions of care services within the Regulation of Care (Scotland) Act 2001 under review.
- All statutory agencies together with the independent sector need to consider the implications of *Building a Health Service Fit for the Future* and *Delivering for Health* for housing and social work, and address the consequential finance issues.