

# EAST AYRSHIRE COUNCIL

## SOCIAL WORK COMMITTEE: 9 APRIL 2002

### HOME CARE REVIEW – STAGE 1

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

#### 1. PURPOSE OF REPORT

- 1.1 To advise members of progress made in the review to modernise East Ayrshire Home Care Services.
- 1.2 To seek approval to implement changes in the delivery of services.

#### 2. CONTEXT

- 2.1 Responsibility for providing domiciliary services rests with the Local Authority under the Social Work (Scotland) Act 1968, Section 14, as amended by the NHS and Community Care Act 1990, Section 14 (1) which states: -

“It shall be the duty of every Local Authority to provide or arrange the provision on such scale as it is adequate for the needs of their area”.

- 2.2 Demographic trends reinforce the need for strong social care services in the community with more people wishing to be cared for at home; carers becoming older; and a significant growth anticipated in the numbers of frail older people in East Ayrshire, particularly in the 85+ age range.
- 2.3 The Joint Future agenda requires us to shift the balance of care from institution to community consequently requiring modern home care services and solutions quite different from that in the past. Increasingly supporting the vulnerable; the task and focus of home care services has had to change significantly to ensure it meets the needs and aspirations of people in the community.
- 2.4 The Care Development Group Report: Fair Care for Older People (September 2001) makes a number of recommendations including the need to provide preventative care at home; diversion from hospital admissions and discharge planning; creative deployment of the home care workforce; clear outcome agreements in home care services be developed.
- 2.5 National Standards for care at home have been developed and will be regulated by the Care Commission from 1 April 2002, for the first time all local authority care services will be required to register and meet the same standards as independent providers. As a provider of services we must ensure that we meet the standards and also as a purchaser of services we must ensure independent contractors do so too.
- 2.6 Home Care staff are recognised as being committed to provide the best possible service to the Council’s clients. The employees have proved to be very flexible during a period of change and the Council has, in various forums, encouraged

Social Work management to conclude negotiations with the employees and their trade unions which established a modern and fair pay and conditions package but also one that was in the best interests of the Council and its clients.

### **3. THE CURRENT SITUATION**

3.1 To evaluate the effectiveness of the current provision and the readiness of the service to meet the above challenges a Best Value Service Review was undertaken. Specific areas considered were: -

- (i) Profile of service delivery
- (ii) Profile of service users
- (iii) Service management profile
- (iv) Assessment and care management
- (v) Performance management and effectiveness
- (vi) Contracting with independent providers

Outcomes of the Best Value Service Review are included as Appendix 1.

### **4. IMPLICATIONS FOR EAST AYRSHIRE**

4.1 To meet the needs of service users we require to provide a flexible, responsive service, 7 days per week over a 24-hour period. We need to work closely with Health and Housing colleagues to ensure people are able to remain in their own homes and where appropriate to return there quickly after a stay in hospital.

4.2 We need to train our employees to increasingly meet the needs of the client groups we serve.

### **5. IMPLICATIONS FOR EMPLOYEES**

5.1 Home Helps and associated employees have adapted well over the years in a changing environment. We now need to formalise the changes into working practices and agree a staffing and wage structure that is both fair whilst providing Best Value to the Council.

5.2 The latest set of negotiations with trade unions have progressed well with agreement reached in principle on a pay and conditions package for front line Homehelp employees which is considered fair and reasonable and commensurate with similar agreements in other Councils. The Trade Unions have agreed to recommend the pay and conditions package to their members. If accepted by the employee group, the new arrangements will establish a new post of Personal Carer reflecting the range of skills and experience demanded of the postholders. A minority of employees may wish to remain in the traditional Home Help role and this has been accommodated within the draft agreement in recognition that an

appropriate number of the Council's client base will continue to require that type of service. New employees will be engaged as personal carers.

- 5.2 The roles of the Home Care Managers will be required to expand from the direct provision of services to include Assessment, Care Management and Contract Management. A management structure is required which allows staff to undertake these new duties whilst ensuring the Home Care service remains effective. Discussions are continuing with the APT&C trade unions. It is anticipated that an appropriate agreement can be reached in a way that will allow reporting to the next meeting of this Committee and facilitate introduction of the new service arrangements from the target date of 1 July 2002.

## **6. FUTURE DEVELOPMENTS (STAGE 2)**

- 6.1 We are currently working on a set of proposals with colleagues in Health to develop Authority wide services designed to increasingly meet the complex needs of vulnerable people in East Ayrshire. These proposals will be presented to committee for consideration in due course and include:

- (i) Integrated out of hours Health and Social Care Services;
- (ii) Extended Health based Home Care Services provided from acute and primary care trust settings.

- 6.2 Sheltered Housing services and Community Alarms services also require to be redesigned with an increased focus on care. Negotiations are in the early stages in respect of these services.

## **7. FINANCIAL CONSIDERATIONS**

### **7.1 Former Manual Workers Proposal**

- 7.1.1 This proposal can be funded within existing budgets due to a combination of a modernised agreement with the workforce and better contracting arrangements with independent providers.

### **7.2 Former APT&C Proposal**

- 7.2.1 Any staffing proposals in this area will also require to be met from within existing resources.

## **8. PERSONNEL IMPLICATIONS**

- 8.1 The current proposals will introduce a new post of Personal Carer on SCP 7-10 (£11,009-£12,296 pro-rata to hours worked) to reflect the increasingly complex needs requiring to be met by employees in maintaining people at home.

- 8.2 An additional allowance of 10% will be paid to Personal Carers who work flexibly after 6.00 p.m. or at weekends. This replaces existing shift and weekend enhancements.

- 8.3 Existing employees who elect to be employed as Personal Carers will be paid on SCP10 with new employees being recruited as Personal Carers at salary scale

point 7-10 with a qualification bar at SCP9 (£11,729). The Qualification requirement will be Scottish Vocational Qualification Level 2 or equivalent in a social care field. Existing employees are assessed at being at this level of attainment in recognition of their experience (See Appendix 2).

- 8.4 Existing employees who do not wish to be employed as Personal Carers will continue to be employed as Home Helps on their current MW5 grade (£211.14 per week pro-rate to hours worked).

## **9. POLICY/LEGAL IMPLICATIONS**

- 9.1 At both local and national level the Council is required to modernise community care services and increasingly support people at home.
- 9.2 The above proposals together with future developments (6.1 and 6.2) will provide a framework for the delivery of home care services that meets both the needs of the service users and the legal requirements of the Council.

## **10. RECOMMENDATIONS**

- 10.1 It is recommended that the Committee:
- (i) refer the staffing implications to the Corporate Sub-Committee of the Policy and Resources Committee for consideration;
  - (ii) approve the proposal to enter a process of modernising contracts with independent providers through commissioning arrangements; and
  - (iii) note that future proposals in Section 6 will be brought to Committee under the Joint Future Agenda in due course.
  - (iv) note the contents of this report and the review findings;

**John Mulgrew**  
**Director of Educational and Social Services**  
**28 March 2002**  
**Enc (2)**  
**JD/EF/JK**

### **LIST OF BACKGROUND PAPERS**

1. Community Care : A Joint Future (November 2000)
2. Same As You: A Review of Services for People with Learning Disabilities (2000)
3. The Framework for Mental Health (2001)
4. National Standards for Carers (2002)

5. National Care Standards: Care at Home (2002)
6. Care Development Group Report: Fair Care for Older People (September 2001)
7. Community Care and Health Act (Scotland) 2002

**For further information regarding this report please contact:  
Eddie Fraser, Service Unit Manager Home Care, telephone: 01563 554825**

**IMPLEMENTATION OFFICER: JACKIE DONNELLY**

## **SUMMARY OUTCOMES OF BEST VALUE REVIEW**

### **PROFILE OF SERVICE DELIVERY**

Almost 10,000 hours of care is provided through the service each week. Approximately 70% is delivered directly in-house and 30% contracted out to the independent sector. More service users are requiring intense support packages over 24 hours x 7 days per week. There is a large discrepancy the this needs profile of service users and the contracted hours of in-house employees, resulting in a large proportion of evening and weekend work being undertaken by independent providers. This does not provide consistency of support for the most vulnerable. Over many years, under Strathclyde Regional Council, a number of local agreements were negotiated within the workforce. As a result staff in different parts of East Ayrshire are paid varying rates for the same work.

### **PROFILE OF SERVICE USERS**

Approximately 1300 people in East Ayrshire receive a home care service. 89% are over 65 years of age and 33% are over 85. Services are predominantly provided to frail older people and people with dementia. Increasingly however, referrals are being received in respect of adults with physical disabilities, learning disability or mental health problems and for support to families. The service was found not to be well equipped to support these new client groups and training needs were identified. Consequently, a programme of training has been initiated and includes:

- (i) Certificate in Home Care Practice
- (ii) Moving and Handling
- (iii) Dementia
- (iv) Child Protection Awareness
- (v) Mental Health Awareness
- (vi) Learning Disability
- (vii) Domestic abuse

The above programme is continuous and is aimed at meeting the needs of service users and the requirements of national standards.

### **SERVICE MANAGEMENT PROFILE**

#### **In-House Services**

Two Home Care Organisers and sixteen Home Help Organisers manage the thirteen hundred individual care packages and approximately three hundred and fifty in-house staff. All management staff work within core hours. Out of hours management support was identified as a need for those employees working at evenings and weekends.

There are increasing demands on the management teams in respect of training, assessment and care management, and managing contracts with independent providers. The increasing administrative duties in relation to contract management and routine day to day management of the workforce whilst essential tasks, seriously impinge on the time available to carry out other duties.

For the Council to effectively meet the needs of vulnerable individuals and the challenges posed by regulation the role of this staff group requires to be further developed.

In essence we need to redress the balance to ensure Home Help Organisers are utilised outwith the office, and the essential tasks within the office are completed by an appropriate grade of staff.

## **ASSESSMENT AND CARE MANAGEMENT**

It is current practice that Home Help Organisers undertake assessments where the initial referral indicates that provision of a singleton home care service is likely to meet the individuals needs.

Good practice, National Standards and specifically the introduction of Single Shared Assessment (Joint Future Group) will require these initial assessments become standard Community Care Assessments, expanding to include other supports such as day services.

It is recognised that complex care packages will continue to be managed by more appropriate staff however the home care team will require to care manage a large number of standard support packages.

## **PERFORMANCE MANAGEMENT AND EFFECTIVENESS**

The Home Care Service Unit recognises the need for continuous improvement and has participated in Performance Management Planning. The action / progress plan is available in the Members Information Lounge.

## **CONTRACTING WITH INDEPENDENT PROVIDERS**

One Home Care Organiser has specific responsibility for monitoring the quality of services purchased from the independent sector and liaison with independent providers. In 2002 / 2003 the value of these contracts will be significant. Home Care Organisers and Home Help Organisers have responsibilities in monitoring individual care packages.

With the introduction of National Standards the role of this post requires to develop in relation to commissioning services, and contract management.

The manner in which we contract with independent providers is outdated and cumbersome. It does not meet the needs of the service users, is difficult to manage and does not give the provider organisations the stability to employ a consistent workforce.

A tendering process is required to commission services that are responsive to both individual needs and serve defined geographic areas.

## **CONCLUSION**

The majority of the required changes, outlined in the Best Value Review can be implemented at Stage 1 of the Home Care Review.

The remaining requirements will be presented to Committee in due course.

**ROLE OF PERSONAL CARER**

**Job Purpose**

To assist with personal care and household tasks which will encourage independence of service users to enable them to remain within their own homes.

**Job Description**

The key tasks required of the Personal Carer will include

1. To assist with personal care for services, for example, bathing, dressing, feeding toilet including catheter care and stoma care.
2. To encourage independence/rehabilitation where outlined within the care plan.
3. To work as a member of a team and liase with other colleagues.
4. To report regularly to line managers any alterations/ changes in individual/ team circumstances.
5. To respond to emergencies.
6. To record service users circumstances where appropriate in conjunction with home care procedures.
7. To assist with practical tasks, including preparation of food, cooking and personal laundry for the service user and operation of alarm equipment, if appropriate.
8. To assist service users to maintain standards of hygiene in the home.
9. Shopping collection of pensions, prescriptions banking and the paying of accounts for service users as appropriate and adhere to East Ayrshire Council's policies regarding financial transactions.
10. To participate on training courses relevant to work.
11. To work with colleagues to ensure an integrated approach within the Community Care Team and key agencies.
12. To take reasonable care for the Health and Safety of themselves and other persons who may be affected by their actions or omissions.
13. To undertake any other duties relevant to the post as determined by the Home Care Manager.

**AGENDA**