

ANGUS COUNCIL

SOCIAL WORK COMMITTEE
 PERSONNEL & PROPERTY SERVICES COMMITTEE
 FINANCE & INFORMATION TECHNOLOGY COMMITTEE

14 November 2000
 28 November 2000
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RESTRUCTURING HOME CARE SERVICES

REPORT BY THE DIRECTOR OF SOCIAL WORK AND DIRECTOR OF PERSONNEL

ABSTRACT

This report advises members of the progress in managing one of the major cost pressures within the social work department and proposes further action to address this issue. It also proposed changes to the terms and conditions of Home Care staff to reflect revised working arrangements.

1 RECOMMENDATIONS

It is recommended that the Social Work Committee:

- 1 Approves the restructuring of Home Care Services, as outlined in this report;
- 2 Authorises the Director of Social Work to fill the posts established in this report, as resources become available.

It is recommended that the Personnel and Property Services Committee:

- 1 Approves the establishment of 155 Home Care Domestic Assistant posts (Grade MW2) for 20 hours per week each;
- 2 Approves the establishment of 61 Social Care Officer posts (SCP 16-23) for 20 hours per week each;
- 3 Approves the establishment of 24 Social Care Officer posts (SCP 16-23) for 30 hours per week each;
- 4 Approves the establishment of 1 Training Officer post (AP6)

2 INTRODUCTION

The important role of Home Care services in Community Care was reflected in the Scottish Executive's document "Modernising community care: an action plan".

The government's expectations are summarised as follows:

People to be cared for at home wherever possible, by:

- ◆ *shifting the balance from institutional forms of care to caring for people at home;*
- ◆ *developing more flexible home care services and suitable housing;*
- ◆ *encouraging health and social care services to work side by side in the community.*

(Modernising community care, page 3)

All of these areas have been identified by Angus Council and its planning partners as key areas within community care plans over a number of years.

Modernising community care also specified what home care must provide, as follows:

- *a range of domestic, personal and nursing care;*

- flexible support, day or night, depending on needs;
- intensive support at critical times (for example, during acute illness or following an accident or leaving hospital) which may taper off as the user becomes more independent;
- a joint service without artificial boundaries between health and social care, and support co-ordinated with housing services;
- support which is targeted at those most in need and those who will benefit from help;
- support for carers; and
- targeted results

(Modernising community care, page 23)

In order to deliver appropriate Home Care services, it is essential to have a skilled and flexible workforce. The Social Work and Personnel & Property Services Committees approved report no. 756/99 "Review of Home Help Hours", enabling the terms and conditions of the Home Care workforce to be reviewed. Proposals for reviewing the working arrangements of staff - to facilitate the changes needed in the Home Care service – are contained in this committee report.

Additionally, the Social Work Committee approved committee report no. 249/00 relating to the cost pressures facing the social work department. One of the main proposals for addressing the cost pressures was phasing out the provision of domestic only home care services by Angus Council, with an appropriate voluntary organisation offering a domestic cleaning service on a not-for-profit basis. The Director of Social Work has been involved in discussions with such an organisation, but it has not been possible to transfer the service to this organisation for two main reasons.

Firstly, detailed work has been undertaken on the service users who would no longer receive their domestic assistance from the social work department. In total there are 880 individuals who would fall into this category. However over 300 of them do not currently make any contribution towards the cost of the service. By contrast most of the remaining individuals pay the identified economic cost of the service. These findings have two implications:

1. The social work department would lose more income from non-residential charging than originally envisaged.
2. A large number of frail older people would be unable to afford to pay for domestic only assistance.

Secondly, it is difficult at this stage to predict the impact of the job evaluation process that is currently being planned, and this would mean that an unacceptable risk was being transferred to a voluntary organisation.

The Director of Social Work has therefore re-assessed the situation and an alternative method of achieving the necessary cost reduction is outlined below.

Members may be interested to know that this review has been undertaken as the first comprehensive workforce planning exercise for the social work department. Working in conjunction with the Training Organisation for Personal Social Services (TOPSS), Angus Council has played a leading role in a national initiative to introduce this approach to the planning of social care workforces in Scotland

3 PROPOSAL

Strategic context

As described above, the provision of care at home is a key objective of Angus Council's community care plan. The main focus will be on the provision personal care at home. This

enables individuals to remain in their own community, rather than moving to residential or nursing home care.

There is evidence to suggest that benefits can be attained by maintaining some domestic assistance as part of a preventative strategy – again with the objective of maintaining people at home. This has been reinforced by the Scottish Executive in its response to the Royal Commission on Long Term Care.

In order to achieve the transition from residential and nursing home provision to care at home, the social work department has established a targeted reduction in purchased residential home places of 10% per annum over the next three years.

Domestic Assistance

The criteria for accessing domestic assistance services will be reviewed with a maximum of two hours per service user per week being established. This will ensure that this service is targeted at those with specific, assessed needs and will ensure that resources are freed up for personal social care.

In order to aid the efficient delivery of this service, it will be provided by dedicated teams of Home Care Domestic Assistants. The Domestic Assistance teams should not exceed 12 team members, to ensure that there is an appropriate span of control and that service users are familiar with those providing the service. The delivery of domestic assistance will be rationalised to ensure that these teams are operating in a particular locality on each day, thereby minimising travel time between service users' homes. It is also envisaged that the service will only be provided for 48 weeks per year. This means that there will be fixed weeks in the year (1 in spring, 2 in summer and 1 in autumn) when the service will not be provided and when staff will be required to take annual leave. This will release approximately £85,000 per annum for personal care posts and will also assist with the planning of rotas etc.

The post of Home Care Domestic Assistant will be graded at the Manual Worker 2 rate, and a revised set of terms and conditions will apply. Details of the terms and conditions can be found in Appendix 1.

Based on the current pattern of service delivery, and taking account of the revised maximum level of assistance per week, it is proposed to establish 155 Domestic Assistant posts for 20 hours per week.

Personal Care

The amount of personal care available to the Home Care service will be increased to meet the policy objective of maintaining individuals in their own home. Teams of Social Care Officers will provide the personal care, with each team meeting the needs of a single care group. This will allow staff to develop expertise in addressing specific care needs. Each team will have a maximum of 8 staff members.

It is proposed to establish 61 posts at 20 hours per week and 24 posts at 30 hours per week.

These teams will link with the teams established to support early discharge from hospital, to ensure that all service users needs are met in a seamless manner.

A training strategy has been developed to raise the quality of care provided by the Home Care service. All Social Care officers will be required to attain the Certificate in Home Care, which is a vocational award, based on SVQ model. Staff failing to attain this award will be redeployed to a Domestic Assistant post.

The number of personal care posts will gradually increase, linked to reductions in placements in residential care homes and to any new funding that becomes available. Such developments will be reported to committee at the appropriate time. The team that was established to provide Home Care and Day Care for Rural Angus following the closure of Fairlie House and Lunan Park (committee report 1159/99) will be incorporated into the new structure.

The terms and conditions relating to the Social Care Officer posts can be found in Appendix 2.

Training proposals

In order to implement a co-ordinated training programme for all Home care staff, including the introduction of the Personal Development Award, it is proposed to establish one full-time Training Officer post (graded at AP6) with specific responsibility for Home Care. The postholder will undertake a comprehensive training needs analysis, develop and implement a training strategy and act as an Internal Verifier for the Personal Development Award.

Allocation of resources

The resources currently available to the social work department's Home Care service will be deployed on the basis of known and projected needs. The allocation of posts to responsibility centres in Angus will be based on a needs and resources approach, initially with reference to the population aged 75 and over. This may need to be refined in the light of experience.

Impact on current workforce

The proposals contained in this report have been developed in consultation with the relevant trade unions.

The revised terms and conditions brings all Home Care staff a guaranteed income each week and clarify their roles and what is expected of them. Existing Home Helps who become Home Care Domestic Assistants will be entitled to preservation of their income for a period of three years. Thereafter, existing employees will transfer to the revised terms and conditions. New recruits to the service will commence on the revised terms & conditions.

As a consequence of the preservation of income, it will be necessary to identify bridging funding to allow these proposals to be implemented and the cost pressures to be addressed.

The amount of bridging required cannot be assessed until the existing workforce has been allocated to posts within the new structure. This matter and any other issues relating to the implementation of the new service structure will be reported to committee, as appropriate.

It is proposed that under the revised terms and conditions all Home Care staff will be paid on a monthly basis. (Currently all Home Helps are paid weekly). The Directors of Social Work Personnel and Finance will discuss possible transitional arrangements to assist employees to change their pay periods.

A detailed implementation plan will be established, in consultation with the trade unions. It is envisaged that the new arrangements will apply from 1 April 2001.

Future developments

The proposals outlined above will enhance the services offered to individuals in their own homes. However, it is important to note that there is further work to be undertaken within the Home Care service, particularly in relation to the management arrangements and the clerical and administrative processes. These areas will be reviewed and a report brought to the relevant committees in the first half of 2001.

4 FINANCIAL IMPLICATIONS

There are a significant number of variables that apply to the proposals in this report, in relation to population needs, staff turnover etc. This makes it difficult to predict accurately what the overall financial implications will be.

Details of the financial calculations and assumption can be found in Appendix 3. The variables and assumptions contained in these calculations will be subject to close monitoring arrangements and the model will be adjusted accordingly. Based on the current information, the overall cost effect of these proposals can be contained within the social work department's

revenue budget (i.e. by 2004/2005 the funding available equates to the funding needed, given a naturally occurring slippage rate of 2%). The Director of Social Work along with the Director of Finance will take account of the bridging requirements in setting the revenue budget for Home Care services each year to ensure that it is adequately funded and contained within the department's revenue budget.

Any additional funding from the Scottish Executive's comprehensive spending review will assist the implementation process and improve the capacity to expand the personal care services available.

5 CONSULTATION

The Chief Executive, the Director of Law and Administration and the Director of Finance have been consulted in the preparation of this report.

6 CONCLUSION

The proposals contained in this report will ensure that the Home Care workforce is suitably skilled and flexible to meet the needs of service users in Angus and to ensure that the Modernising Community Care agenda is implemented in Angus. The proposals clarify the terms and conditions of the Home Care workforce and offer employees training and development opportunities.

W B Robertson
Director of Social Work

J Torbet
Director of Personnel

07 November 2000

NOTE No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) were relied on to any material extent in preparing the above report.

Home Care Domestic AssistantOutline of duties

- Undertake domestic and household tasks, including general cleaning, laundry and ironing.
- Observe any changes in the service user's behaviour and report these to the Home Care Organiser.
- Contribute to the maintenance of a supportive and homely atmosphere where service users can achieve maximum independence.
- Ensure that the individuality, confidentiality, privacy, choice, rights and personal dignity of service users are respected.
- Take responsibility for health & safety practices.

Proposed Grade: MW2

Hours of work and other conditions

- ❖ Employees will have a set number of hours. All posts established will be for 20 hours per week.
- ❖ Employees will work on a rota basis, covering 5 days per week (Monday to Friday).
- ❖ Rotas will cover the hours between 7:00 a.m. and 5:00 p.m.
- ❖ Rotas will be available *four* weeks in advance, and will only be varied where the needs of the service user change (e.g. hospitalisation).
- ❖ Employees will be able to undertake the Personal Development Award, based on criteria to be agreed. (Resources will only be available for this when the assessment for Social Care Officers is almost complete.)
- ❖ There will be a specified minimum number of drivers within each team.
- ❖ Any hours worked above the contracted amount will be paid as a variation to salary, on a monthly basis, for each full week completed in the pay cycle.
- ❖ All employees will be paid monthly. Transitional arrangements will be established to facilitate this change.
- ❖ The service will operate for 48 weeks of the year. Therefore, 4 weeks of annual leave will be fixed each year.

Social Care Officers (Home Care)Outline of duties

- Meet the physical needs of service users by undertaking tasks including washing dressing, food preparation, cooking and assisting with feeding.
- Assist with personal care tasks including bathing, toileting, changing catheter bags, prompting medication.
- Undertake and assist with domestic tasks.
- Assist service users to maintain social contact.
- Observe any changes in the service user's behaviour and report these to the Home Care Organiser.
- Work co-operatively with multi-disciplinary agencies to ensure a holistic approach to the development and quality of care of service users.
- Contribute to the maintenance of a supportive and homely atmosphere where service users can achieve maximum independence.
- Ensure that the individuality, confidentiality, privacy, choice, rights and personal dignity of service users are respected.
- Support service users and their carers at times of loss, personal trauma and crisis.
- Take responsibility for health & safety practices.

Proposed Grade: Social Care Officer (SCP 16-23)

Hours of work and other conditions

- ❖ Employees will have a set number of hours. The posts will be a combination of 20-hour and 30-hour posts.
- ❖ Employees will work on a rota basis, covering 7 days per week.
- ❖ Rotas will cover 24 hours per day, with all employees being required to be available for some overnight shifts.
- ❖ Employees will be required to work 26 weekends per year.
- ❖ Rotas will be available *four* weeks in advance, and will only be varied where the needs of the service user change (e.g. hospitalisation).
- ❖ All employees will be required to undertake the Personal Development Award.
- ❖ Employees who are unable to achieve the Personal Development Award will be transferred to the Domestic Assistance team for their area and will become Home Care Domestic Assistants.
- ❖ The current qualification bar at SCP 19 will remain, pending the outcome of job evaluation.
- ❖ Employees will be able to progress to an SVQ, based on criteria to be agreed. (Resources will only be available when the bulk of the PDA assessment has been completed.)
- ❖ All employees will require a current, valid driving licence for manual transmission vehicles.
- ❖ Any hours worked above the contracted amount will be paid as a variation to salary, on a monthly basis, for each full week completed in the pay cycle.
- ❖ All employees will be paid monthly.

HOME CARE - POPULATION NEEDS

Assumptions:

- 1 - Current provision meets assessed needs
- 2 - All care packages instead of residential places = average of 8 hours per week
- 3 - No allowance made for demographic factors
- 4 - No allowance made for any impact arising from supported discharge programme

	<u>2000/01</u>	<u>2001/02</u>	<u>2002/03</u>	<u>2003/04</u>	<u>2004/05</u>
DOMESTIC ASSISTANCE NEEDS					
Allocated hours per week	4,626				
Service users	1,464	1,464	1,464	1,464	1,464
Average hours per user per week	3.2				
Following changed criteria		2.0	2.0	2.0	2.0
Cover allowance	5%				
Total Domestic Assistance hours per week required		3,074	3,074	3,074	3,074

PERSONAL CARE NEEDS					
Personal Care	1189				
"2nd job" SCO's = Personal Care	303				
Current need	1492	1492	1492	1492	1492
Reduction in residential home places (cum)		17	30	42	42
Average hours per care package p.w.	8				
Additional hours per week needed		140	241	333	336
Cover allowance	18%				
Total Personal Care hours per week required		1,925	2,045	2,153	2,157

COST OF MEETING NEED					
<u>Hourly rates (including oncosts)</u>					
Home Help MW2 (preserved at MW5 for 3 years)		5.55	5.55	5.55	5.16
Social Care Officer		9.09	9.09	9.09	9.09
<u>Annual costs</u>					
Domestic Assistance		£887,272	£887,272	£887,272	£824,923
Personal Care		£910,085	£966,790	£1,017,825	£1,019,590
Additional vehicles	12	£34,560	£34,560	£34,560	£34,560
Training		£50,000	£50,000	£50,000	£50,000
Equipment		£8,000	£8,000	£8,000	£8,000
TOTAL COST OF MEETING NEED		£1,889,917	£1,946,622	£1,997,657	£1,937,073

HOME CARE - FUNDING POSITION

Assumptions:

- 1 - Non-residential income will continue to be charged as at present
- 2 - The pattern of income received will mirror that for "domestic only" service users
- 3 - All current savings targets will be met in full

	<u>2000/01</u>	<u>2001/02</u>	<u>2002/03</u>	<u>2003/04</u>	<u>2004/05</u>
FUNDING AVAILABLE					
<u>Home Help Budget</u>					
Manual Workers	1,906,265	1,906,265	1,906,265	1,906,265	1,906,265
Travel	50,000	50,000	50,000	50,000	50,000
Home Care/Day Care project	110,000	110,000	110,000	110,000	110,000
LESS Savings target		-112,667	-225,333	-338,000	-338,000
LESS loss of income from domestic	-356,855	-356,855	-356,855	-356,855	-356,855
Residue of Lunan Park/Fairlie House	100,000	100,000	120,000	140,000	150,000
Resources released by Carers Strategy		110,000	110,000	110,000	110,000
Contribution from equipment budgets		50,000	50,000	50,000	50,000
<u>Residential Budget</u>					
Reduction in places p.a. (cum)		17	30	42	42
Net cost per place p.a.		7130	7130	7130	7130
Resources released		£124,482	£215,091	£296,640	£299,460
Additional non-res income generated					
Income Support minimum	80.65				
Higher DLA	53.55				
Less Personal allowance	-97.90				
	<u>36.30</u>				
@ 66%	23.96	£21,751	£37,583	£51,832	£52,324
Less Savings Target		-£125,000	-£125,000	-£125,000	-£125,000
TOTAL FUNDING AVAILABLE		1,877,976	1,891,751	1,894,882	1,908,195
TOTAL FUNDING NEEDED		1,889,917	1,946,622	1,997,657	1,937,073
<u>Shortfall</u>		<u>11,941</u>	<u>54,871</u>	<u>102,775</u>	<u>28,878</u>
Naturally occurring slippage @ 2%		35,000	36,000	37,000	37,000