

**HERTFORDSHIRE COUNTY COUNCIL**

**CABINET**

**FRIDAY 22 MARCH 2002 AT 2.00 PM**

Agenda Item No.

**11**

**ADULT CARE SERVICE STRATEGY AND  
SPECIFIC GRANTS (Community Care Plan)**

Report of the Director of Adult Care Services

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Executive Member: Jane Pitman

**1. Purpose of the Report**

To seek the approval of the Cabinet to the vision and core aims of the Adult Care Services Department together with Service Strategies for Adult Care Services for 2002/03 and for proposals to meet rising demands and reshape services using specific grants and County Council resources allocated to meet service pressures. This report forms the Community Care Plan for Hertfordshire for 2002/03 and needs to be put to full County Council for approval.

**2. Summary**

- 2.1 An overall vision and set of core aims are set out for adult care services, underpinned by service strategies for each of the care groups for which we are responsible for providing services. It should be noted that the remit for service planning for mental health services and drug and alcohol services now sits with the Joint Commissioning Partnership Board and hence the strategy excludes proposals for these services and the grants that are specific to them. Service strategies have been prepared in the context of national priorities and targets, and the promises which the County Council is making in its Best Value Performance Plan. The strategies underpinned by the proposed use of resources would all contribute towards the promotion of independence, the development of preventative and rehabilitation services, provision of safe services and the involvement of users and carers. The strategy documents and grant proposals, when approved, will form the Community Care Plan and the basis of the County Council's contribution to joint planning processes for each care group.

**3. Conclusion**

- 3.1 The Cabinet is asked to consider whether the proposed strategies, vision, core aims and uses of resources meet the objectives of the County Council in relation to adult care services and should form the basis of Adult Care Services activity for the coming year, and for the County Council's contribution to any joint planning and service delivery, and to seek the approval of the County Council to this Community Care Plan.
- 3.2 The Cabinet is also asked to approve the extension of the Carers Services pilot and an expansion of the target group as set out in Appendix 4.

#### **4. Background**

- 4.1 Planning for the development and provision of adult care services now takes place in the context of the government's modernisation agenda for local government in general and for social and health services in particular.
- 4.2 The internal context for service planning is the Best Value Performance Plan and associated promises, as well as the County Council's revenue and capital budgets.
- 4.3 In the context of modernising health and social services, there are requirements for joint planning for each care group for joint agreement of the health-led health improvement and modernisation plans, as well as requirements that much of our more detailed planning, including matters such as the production of the commissioning strategy, are jointly agreed with health partners, the independent sector, district councils and others. The NHS Plan sets objectives for more integrated provision and pooled budgets for a whole range of services.
- 4.4 Social services performance, including that of Adult Care, is monitored and assessed through a performance assessment framework which uses a set of 50 performance indicators, alongside information from inspections, and annual review meetings to assess performance and progress against targets. For the first time, in 2002/03, there will be a classification of overall performance of social services authorities based on 4 bands, which will award 0 to 3 stars as a judgement of current performance. There will be separate judgements made about current performance and capacity improvement, and for each of children's and adult's services, which will then be combined to form an overall judgement. The production of sound strategies and plans, with appropriate consultation with partners, users and carers, which are seen through to implementation, will form an important part of demonstrating performance and capacity for improvement.

#### **5. Vision and Core Aims for Adult Care Services**

- 5.1 Nationally the priorities set for adult care services revolve around the provision of more flexible and more readily accessible community based services for people living as independently as possible, a multi-disciplinary approach to assessment and service delivery, and a jointly agreed strategic approach to improving preventative and rehabilitation services. There is also a focus on the involvement of users and carers and the provision of more diverse and flexible opportunities for carer breaks.
- 5.2 The County Council in its Best Value Performance Plan for 2002/03 has promised the following in relation to Adult Care Services:

"To help people lead independent lives and involve and service the public we will:

- a. fight for the interests of elderly and disabled people and their carers and ensure they have access to our services, they can maintain their independence
- b. work with the NHS, voluntary organisations and other councils to improve health and care services
- c. improve employment prospects for disadvantaged people
- d. promote equality and improve access to our services, employment and buildings, and
- e. provide quality advice and information services."

5.3 In the context of national priorities and local promises the vision for the work of the department is as follows:

"We believe that everyone has a right to live as independently as possible and our efforts are focused on working with our partners to help people gain and maintain independence."

To take forward this vision, our core aims are to ensure that:

- Each person gets the care that is right for them
- We put the person and their situation at the core of all our work
- No-one waits too long for help
- We spend more time listening and responding to people who need our help.

5.4 The overarching vision and aims outlined above form a framework within which service strategies for each care group have been developed. These strategies will form the basis of the County Council's contribution to joint plans with Health and other partners. The following outline service strategies are attached as appendices:

|  |            |
|--|------------|
| Service Strategy for Older People  | Appendix 1 |
| Service Strategy for People with Learning Disabilities                     | Appendix 2 |
| Service Strategy for Welfare to Work, Physical Disability and Sensory Loss | Appendix 3 |
| Service Strategy for Carers and Carers Grant Plan                          | Appendix 4 |

5.5 Service strategies have been drawn up following consultation with service users, carers and representatives of voluntary organisations. During 2001/02 there has been specific consultation on the following areas:

Generic

- County Carers Conference, October 2001 - carers were key note speakers
- Carers' Topic Group and Carers' Strategy Steering Group

- Involvement in various *Listening to Carers Days* organised by *Carers in Herts* in localities
- Ongoing work with Black Carers' Forum

#### Mental Health

- Work with *Carers in Herts* and mental health carers on adapting National Schizophrenia Fellowship carers' assessment tool, and then evaluating its use
- Black Mental Health Users Conference January 2002
- Mental Health carers involved in allocating tender for Carers' Grant funded breaks project in South West Herts
- Ongoing work through funding of Mind User Involvement Worker
- Carers as trainers on a range of courses

#### Learning Disability

- 2 Valuing People Conferences
- 5 locality based Respite Care Policy consultations
- Keeping Safe - County Users' conference
- Housing Focus Group (users) met 6 times
- Meetings with People's Forum (county meeting of self-advocacy group representatives)

#### EPD

- Physical Disability and Sensory Disability Services Best Value Review
- Older People with Mental Health Problems Best Value Review
- Welfare to Work, Working Together Open Day
- County Welfare to Work User Group
- Quality Monitoring Officers visits to 1,000+ users and carers, including those using Carers' Grant Funded Crossroads Service
- National Service Framework for Older People events
- Users' and carers' panel on homecare
- Carers as trainers in Carers' Assessment Training

5.6 Joint Investment Plans are in place for older people's services, learning disability services and welfare to work and we also have a carers' breaks plan. For 2002/03, we do not have to completely re-write our Joint Investment Plans, but are having to produce new Joint Implementation Plans for the implementation of the National Service Framework for Older People and the Valuing People White Paper for Learning Disability Services and have to review and update our Welfare to Work Joint Investment Plan and Carers' Breaks Plan. In addition we are required to produce a 3-year Commissioning Strategy which relates to the implementation of the government's programme of Building Capacity in Partnership in Care. The Adult Care Services vision and core aims and individual care group strategies will form the framework within which these more detailed plans and strategies can be developed.

## **6. Resources**

- 6.1 The County Council has made available resources to the Adult Care Services Committee to meet the pressures of demographic change, and the full year effects of increased provision in earlier years. In addition, the government has made available a number of specific grants for service development and building care capacity. In putting together its revenue budget, the County Council has already made some decisions about the use of specific grants to support some of the service pressures, but in order to put together a coherent picture of how all additional resources are to be used to support the objectives of the department, a combined resourcing plan is set out as Appendix 5 to this report. This sets out proposals for the use of all available resources to support the strategies set out elsewhere in this document.
- 6.2 The resourcing plan as set out assumes that £958,000 of Performance Fund money will be available to Adult Care Services. This is the amount that has been earmarked for Hertfordshire but we have not yet received guidance on how the Fund will be accessed, though it will certainly be related to the department's performance assessment. We do know that the Fund is specifically targeted at enhancing intermediate care services and this is reflected in the plan.
- 6.3 Without access to the Performance Fund opportunities to develop intermediate care and other alternative care options such as with care housing, will be severely limited. Even if the fund is available, we will be restricted in our ability to meet rising demand and reshape and modernise services because of resource constraints.
- 6.4 The resourcing plan uses Building Care Capacity Grant in accordance with the plan submitted to the Department of Health and Social Services Inspectorate. Much of the proposed expenditure is necessarily creating ongoing commitments. Despite seeking assurances there has been no confirmation that the Building Care Capacity Grant will be continued or incorporated into Standard Spending Assessment after 2002/03. We have been advised to take forward the implementation of our plan.
- 6.5 The resourcing plan excludes services to be funded from carers grant which is to be ringfenced. Proposals for use of carers grant in 2002/03 are set out in Appendix 6 to this report.

**Author : Peter Ruane, Planning and Commissioning Manager, Older People**

**Report on Service Strategy and Specific Grants**

**Service Plan for Older People 2002/02**

**Context**

The numbers of older people aged 65+ in Hertfordshire is set to rise by 10% between 2001 - 2011.

Older people are much more likely than any other group to need help, and in Hertfordshire one person in every 14 aged 65+ receive home care or residential care services arranged by Adult Care Services. Demographic trend suggests that in the future more older people will be living alone and less support may be available from family carers. These factors, taken together with increasing numbers of older people and longer life expectancy will have significant resource implications for Adult Care Services and the NHS in Hertfordshire.

**Expenditure/Activity 2001/2**

In 2001/2, Hertfordshire plan to spend £79.52m on services for older people. Services provided from this budget include assessment and care management, day care for 1,400 older people, home care for older people and residential or nursing care for 3,300 older people. The budget also provides equipment to older people who need help with daily living skills and provides occupational therapy assessment and support to people who need major housing adaptations.

Adult Care Services also funds rehabilitation, admission prevention and hospital discharge services as well as a range of preventative services with voluntary organisations, such as Age Concern (Hertfordshire) and the Alzheimer's Society.

**National Policy Context**

Services for older people in Hertfordshire are being shaped by :

a) **The NHS Plan**

The NHS Plan sets out to promote independence for older people and their carers. Six areas are highlighted.

- Promoting independence
- Extending access to Service
- Assuring and improving standard of care
- Improving fairness in funding long term care
- Helping older people stay healthy
- Developing partnership working

b) **National Service Framework for Older People**

The NSF (Older People) sets out new national standards and service models of care for all older people whether they live at home, in residential care or are being cared for in hospital.

The eight standards are:

- Rooting out age discrimination
- Person-centred care
- Intermediate care
- General hospital care
- Stroke
- Falls
- Mental health in older people
- The promotion of health and active life in older age.

c) **Building Care Capacity**

The Government announced a national policy initiative "Building Care Capacity" late in 2001. The objective was to encourage local health authorities to work in partnership with the independent sector to increase service capacity. The initiative which is being supported by additional monies during 2001/2 and 2002/3, was particularly targeted at freeing up hospital beds and reducing numbers of delayed discharges.

**Hertfordshire Context - Service Objectives**

In Hertfordshire, as well as meeting national policy requirements, Adult Care Services is working with partner organisations to improve services for vulnerable older people. The Commissioning Strategy aims to provide flexible and responsive services so that vulnerable people can live as independently as possible and avoid inappropriate admission to hospital or residential care. Agreed joint objectives are as follows:

- To strengthen services to enable people to remain in their own home.
- To promote independence and self-determination to ensure individuals can live as full a life as possible.
- To ensure that services are sensitive to religious and cultural needs.
- To involve users and carers in the planning and monitoring of services.
- To work towards greater co-ordination, integration and accessibility of services.

These departmental objectives are endorsed by two of the County Council promises to "fight for the interests of elderly and disabled people and ensure they have access to our services so that they can maintain their independence"

and "to work with the NHS, voluntary organisations and other councils to improve health and care services".

### **Plan for 2002/3**

Detailed proposals for improving service for older people are set out below. These are either new or extended services and are being funded from County Council budgets and the additional grant funding provided by the government.

They address national and policy objectives of reducing blocked beds by strengthening services to support people in the community or enabling them to return home after a period in hospital.

### **Home Care**

Included are proposals to increase the level of home care services. Existing block contracts offer the potential to purchase at least 400,000 more hours per annum. There are plans to reshape the service to provide:

- a more enabling/rehabilitation service
- rapid response team to prevent hospital admission and assist with high needs discharge
- team to support extra care housing development
- more intensive home care provision

### **Residential and Nursing Home Care**

For residential and nursing care, we plan to be funding approximately 3,340 places by April 2003.

Price rises in excess of inflation have been offered for nursing home placements to reflect rising costs and severe shortages in the availability of places.

|                                   |              |
|-----------------------------------|--------------|
| Residential prices                | +2.4%        |
| Nursing prices                    | + 5% to £420 |
| Emi Nursing prices (new category) | £450         |

We will also be working with providers to consider options for expansion of existing homes and alteration to registration to secure additional beds.

### **Alternative Care Options**

We are working with District councils, PCTs and private and voluntary sectors to develop alternatives to residential and nursing care including:-

- extra care housing:

20 places are planning to come into operation by the end of 2001/2, a specific development in Hertsmere during 2002/3 of 40 places and a target of 400 places across Hertfordshire between 2002/3 - 2005/6

- intensive home based support including tele-care.
- 40 new beds in SE Herts to be registered residential and nursing care with intensive therapy.
- strengthening of admission prevention and hospital discharge services across a number of PCTs
- 3 new intermediate care beds at Gossom End
- additional intermediate care beds in residential and nursing homes.

**Author : Judith Jackson, Planning & Commissioning Manager, Learning Disabilities**

### **Service Strategy for People with Learning Disability**

#### 1. Context

In February 2001 the Government published its White Paper “Valuing People, a new Strategy for Learning Disability for 21<sup>st</sup> Century”. This sets out the Government’s agenda for services. Additional implementation guidance was published in Summer 2001, and since then we have received other guidance documents on specific aspects of the work, e.g. person-centred planning and partnership working.

Valuing People is based on the four key principles of Rights, Independence, Choice and Inclusion. These are upheld by local priorities, and are included in the County Council’s promises which include “fighting for the interests of elderly and disadvantaged people and their carers. We will help them maintain their independence to get easy access to our services”. These four principles are also upheld by the Adult Care Services’ Best Value Performance Plan which includes:

- We will work with the NHS, voluntary organisations and other Councils to improve health and care services.
- We will improve employment prospects for disadvantaged people
- We will make it easier for people to get the advice and information they need from us
- We will give local communities a better voice to tackle problems

Valuing People has requirements for action, the first of which was that we had to revise and re-submit our Joint Investment Plan by 31 January 2002.

Actions required in the next year include:

- Agree local framework for person-centred planning and begin implementation
- Agree inter-agency framework for quality assurance
- Agree day service modernisation programme
- Agree housing strategy
- Agree employment strategy

At the end of this period we must again re-submit our Joint Investment Plan, detailing progress achieved.

Our performance and efficiency in key aspects is measured both via the Joint Investment Plan process including its associated performance indicators, and also through the Performance Assessment Framework.

One such measure is:

People aged 18-64 years with learning disabilities receiving community based services per 1000 head of population aged 18-64 years.

The NHS Plan does not specifically mention people with learning disabilities, but the assumption is that they are included in all the proposals and programmes in the same way as others in the community. This is reinforced in Valuing People, and we are required to detail in our Joint Investment Plan both the connections we are making and the support that is being provided by learning disability specialists to enable this to happen.

## 2. Demography

Hertfordshire has an incidence of learning disability per 1000 of population of 6.61. This is significantly higher than the national average. Contributory factors are thought to be:

- Past location of hospitals for people with learning disabilities.
- Availability of specialist health care.
- Popularity of services, including special education.

Additionally we know from national research that the life expectancy of people with learning disabilities is increasing, and there is an increased survival rate to adulthood of children with severe and complex needs. Also there are increased expectations of people with learning disabilities and their families to live as independently as possible. All these factors lead to a high and increasing demand for services.

## 3. Service Strategy

The main aims are to:

- Provide assistance to people with learning disabilities to develop and retain skills to enable the greatest possible degree of independence.
- Enable the voices of people with learning disabilities to be heard and their views taken into full account and central to decisions which have an impact on their lives.

- Provide local, comprehensive and accessible services.
- Promote equality of access to services.
- Work in partnership with other stakeholders, including users and carers, to develop and maintain comprehensive quality services for people with learning disabilities.
- Support carers to enable them to continue in their caring rôle, where this is their wish.

#### 4. Proposals for 2002/3

The needs of people with learning disabilities span many areas of service provision and in recognition of this we are required by Valuing People to set up a Learning Disability Steering Group with representation from social care, health, housing, private and voluntary sector, community development, education, employment, and minority ethnic groups, in addition to users and carers. This group has agreed the recently submitted Joint Investment Plan, and all proposals are in line with those required by Valuing People.

The following are identified as key areas for development:

- Developing strong links with the new Learning and Skills Council and Connexions Service and continuing to work closely with Children's, Schools and Families services, to ensure smooth transition from Children's to Adults' services.
- Strengthening advocacy services across the county, including for people who do not use speech to communicate.
- Increasing awareness and take up of Direct Payments
- Developing person-centred planning, in the light of recent DoH guidance.
- Making sure that people with older carers have a supportive care plan which looks to planning their future care.
- Increasing of carers' services including respite covering both day time and night time, and services specific to particular periods, e.g. college breaks, and "a while away" schemes.
- Continuing to provide growth (of an additional 40 places per year) in accommodation by developing supported living schemes and registered care homes. To do this we will continue to work in partnership with housing departments, housing associations, and care providers in the voluntary sector.

- Developing a full modernisation programme for day services, taking into account individuals' needs and wishes, and increased promotion of client choice.
- Promoting preparation for work courses and employment opportunities for people with learning disabilities.
- Developing a multi-agency quality assurance framework.
- Developing a workforce development programme with our partners in health and the private and voluntary sector.
- Consolidating the working practices of the integrated Community Learning Disability Teams.
- Supporting and promoting good health and access to health services via the integrated health and social care teams (Community Learning Disability Teams).

## 6. Funding

The gross budget for learning disability services in 2001/2 is £51,867,000 In addition, the County Council receives £21,044,310 from the Health Authority under Section 28A of the NHS Act 1977 for services for resettled clients.

For 2002/3 additional investment is anticipated for new learning disability services. A summary of this is set out below:

|  | <u>Grant</u>                         | <u>Amount</u> |
|--|--------------------------------------|---------------|
| Full year effects of placements made in 2001/2         | Promoting independence               | £600,000      |
| Demography   | Promoting independence               | £4,079,000    |
| Additional respite care,                               |                                      | £61,000       |
| Befriending, leisure access and college breaks schemes | Carers Grant                         |               |
| Advocacy   | Learning Disability Development Fund | £40,000       |
| Older carers   | Learning Disability Development Fund | £60,000       |
| Modernising day services                               | Learning Disability Development Fund | £150,000      |
| Person-centred planning                                | Learning Disability Development Fund | £100,000      |
| Leadership training                                    | Learning Disability Development Fund | £6,000        |

It should be noted that the Learning Disability Development Fund is not new money, but re-cycling of the old long stay funding that was attached to people resettled from hospital. Hertfordshire will lose more from this funding than the amount gained from the Learning Disability Development Fund. The amounts proposed above for use of the development fund are subject to confirmation by the Health Authority.

The Learning Disability Development Fund passes to the Health Authority and the expectation is that the above amounts will pass to the local authority, but this has not been formally agreed.

#### 7. Health Strategy and Contribution to Joint Investment Plan

All proposals within the Joint Investment Plan have been developed in partnership with Hertfordshire's Health Authority and Health Trusts.

The health strategy for people with learning disabilities re-inforce the social inclusion agenda with specialist health professionals increasingly being expected to be the facilitators and trainers to enable people with learning disabilities to access mainstream health services wherever possible. However, it is recognised that for some people with severe and complex needs, this is not yet achievable. For these people, specialist assessment and therapeutic services are being developed.

Author : Shirley Wilson, Project Manager, Physical & Sensory Disabilities

## SERVICE STRATEGY FOR WELFARE TO WORK, PHYSICAL DISABILITY & SENSORY LOSS

### **Context:**

This service plan covers a wide ranging group of people, those who are seeking work, re-training, support to maintain work or preparation for those who are not yet ready for work. They come under the umbrella of Welfare to Work for people in all of the care groups under the age of 65 years. This plan is also about those people who have a physical disability and those with a sensory loss, the majority of whom are over the age of 65 years.

With the steer from the Government in focussing upon enabling people with disabilities to come off benefits and return or enter work and the demographic trend of older people aged 65+ in Hertfordshire set to rise by 10% between 2001 – 2011, this is a growing group of people who will require services and support over the years.

With improved medical care disabled people are living longer in the community, moving away from the traditional residential care making choices about their lifestyles and choosing to live more independently.

As this is the group of people who move from children to adults and then Older people's services, it is important to recognise that this will have considerable impact on resources for Adult Care Services and the NHS in Hertfordshire.

### **Expenditure & Activity in 2001/2002:**

In 2001/2002, Hertfordshire plan to spend £18.04m. on services for people with a physical disability or sensory loss. Services funded from this budget included, assessment and care management, funding of 200 residential placements and day care for 447 adults with a physical disability. In addition, the Sensory Disability Team provides support to over 1,200 clients and Employment Direct supports over 190 people at any one time in securing and remaining in work. [

### **National Policy Context:**

Services for this group of people is shaped by a number of White Papers and National Priorities Guidance:

#### **a) 'Modernising Social Services' White Paper**

This paper established the aim of ensuring that people with a disability of working age who have been assessed as requiring community care services are provided with those

services in ways that take account of and as far as possible maximise their and their Carer's capacity to take up, remain in or return to employment.

## **b) National Priorities Guidance**

The National Priorities Guidance requires that Council's promote the independence of adults assessed as needing social care support arranged by the local authority, respecting their dignity and furthering their social and economic participation. In addition to enable adults assessed as needing social care support to live as safe, full and as normal a life as possible in their own home wherever feasible. For people with a physical disability or sensory loss, **promoting independence** is the key to identifying and supporting their needs. The guidance also reminds Councils of their responsibility to help service users and carers of working age, work, where possible.

## **c) 'Meeting Needs Together – Joint Investment plans and Welfare to Work for Disabled People'**

This document which was produced in April 2000 by the Department of Health to draw up a Joint Investment Plan (JIP) with key partners to improve job opportunities for those people who come under 4 main areas:

- ❖ need continuing support to remain in employment;
- ❖ want to re-enter employment, through re-training for example;
- ❖ are entering employment for the first time;
- ❖ are not ready for work, but want to move closer to the world of work

## **a) The Community Care (Direct Payments) Act 1996**

This Act promotes cash alternatives for community care direct to individuals who need services. It provides the opportunity to set up flexible care packages, promoting independence and user choice to support disabled people in their own homes and elderly people.

## **b) The Performance Assessment Framework for Social Services (PAF)**

This covers a range of Performance Indicators, through which the Government and the Audit Commission monitor Social Service's performance and aim to improve standards by comparing with other local authorities. Specific indicators relating to people with a physical disability or sensory loss include:

- Adults aged 18-64 with physical disabilities helped to live at home per 1,000 population
- Percentage of items of equipment costing less than £1,000 delivered within 3 weeks

## **a) Local Authority Circular LAC (2001) 'Social Care for DeafBlind Children and Adults**

This Guidance issued under Section 7 of the Local Authority Social Services Act 1970, responds to concerns highlighted by the Department of Health's recent deafblindness consultation exercise. At least 40 people per 100,000 are deafblind and many are not known to their local social services authority. The Guidance expects Local Authorities to take the following action:

- ❖ identify, make contact with and keep a record of deafblind people in their catchment area (including those who have multiple disabilities, including dual sensory impairment);
- ❖ ensure that when an assessment is required or requested, it is carried out by a specifically trained person/team, equipped to assess the needs of a deaf/blind person – in particular to assess need for one-to-one human contact, assistive technology and rehabilitation;
- ❖ ensure services provided to deaf/blind people are appropriate, recognising that they may not necessarily be able to benefit from mainstream services or those services aimed primarily at blind people or deaf people who are able to rely on their other senses;
- ❖ ensure they are able to access specifically trained on-to-one support workers for those people they assess as requiring one;
- ❖ provide information about services in formats and methods that are accessible to deaf/blind people; and
- ❖ ensure that one member of senior management includes, within his/her responsibilities, overall responsibility for deafblind services.

### **HERTFORDSHIRE CONTEXT – SERVICE OBJECTIVES:**

As well as meeting all these various policy requirements, in the absence of a National Services Framework for this group of people, Adult Care Services undertook to give priority to a Best Value Review of Services for People with a Physical Disability and Sensory Loss in 2001 (February – October 2001). This extremely detailed and comprehensive review produced several recommendations and conclusions of the review are aimed at seeking a number of service improvements through reconfiguring existing services, some additional resources to improve certain areas and seeking to improve ACS's performance in this area by injecting project management time and additional staff to initiate and drive forward the changes.

Recent inspections of Welfare to Work and Annual Performance Assessment have identified good practice in Hertfordshire; however, we are not in the top quartile of performers against a number of indicators. However, current service performance should also be seen in the context of lower than average spend on physical and sensory services in Hertfordshire compared to other counties in the Eastern Region.

These objectives in addition to the national picture are endorsed by three key County Council promises, which are:

- ❖ fight for the interests of elderly and disabled people and ensure they have access to our services so that they can maintain their independence,
- ❖ improve the employment prospects for disadvantage people,

- ❖ promote equality and improve access to our services, employment and buildings

### **PROPOSALS FOR 2002/2003**

Following the Best Value Review of Services for People with a Physical Disability and Sensory Loss, there has been a greater attempt to focus more intently on this group of people, by relaunching the Physical Disability and Sensory Loss Steering Group, which will have the lead for implementing the recommendations from the Best Value Review. This group comprise of ACS and Health colleagues, whom with a newly appointed Project Manager for the Best Value Review will seek to raise the profile of this care group. Work is underway on developing a Strategy, which will endorse the recommendations of this review.

The action plan for Welfare to Work (JIP) has started to develop in a number of areas, which are aimed at improving collaboration amongst partners, support for disabled people in the workplace, i.e. the buddy/mentor scheme will be due to start in the Spring of 2002. Development of information and signposting is an area that is being given consideration as the development of the User reference group, which will come on board in March 2002.

The recommendations relating to the Deaf Blind Circular will be considered during 2002/2003 and an action plan drawn up.

The Best Value Review sought to recommend greater flexibility in the Home Care budget to assist with the take up of Direct Payments to support people via Welfare to Work and promoting independence. This will be given a higher profile in 2002/2003.

### **Proposed service changes and developments for 2002/2003**

- ❖ Welfare to Work - continuation of previous investment and further resources of £50,000 to be made available from promoting independence grant.
- ❖ New residential or day care placements £200k to meet rising demand.
- ❖ Direct Payments – work to make scheme more flexible to encourage take-up. Possible earmarking of resources.
- ❖ Increased provision for Respite Care – funded by Carer's grant.
- ❖ Implementation of requirements of deafblind circular.
- ❖ Work with the Voluntary sector and other partners to implement recommendations arising from the Best Value review - £155,000
- ❖ Continue project to establish integrated equipment service.

Tim Anfilogoff, Policy Manager, Users and Carers

Service Strategy and Carers and Carers Grant Plans 2002-03

Context

### **Demography**

General Household Survey statistics suggest that there are 117,000 carers in Hertfordshire of whom 27,000 are caring for more than 20 hours a week. Of these, research indicates 10,000 plus will cease to be carers and 10,000 will take on new caring roles each year.

### **National Carers' Strategy and the Carers and Disabled Children Act, 2000**

Today's Cabinet is receiving a report on the Hertfordshire Multi-agency Carers Strategy as a means of delivering the objectives of the National Carers' Strategy and the Act. The main aims are to promote the health and well-being of carers and support them to continue in their caring role.

The Hertfordshire NHS Partnership Trust has now taken over responsibility for delivering the Strategy in relation to Mental Health.

### **Carers' Grant Plan 2002-03**

The Proposed Carers' Grant Plan is attached as Appendix 6. It proposes that projects funded in 2002-03 continue to be funded in 2003-04 subject to satisfactory review. Proposals for the additional grant for 2003-04 are included.

The grant increases from £1.3m in 2001-02 to £1.58m in 2002-03. The number of carers helped to have a break by the grant in 2000-01 was 1807. This is likely to increase by about 20% for 2001-02. The majority of services funded in 2001-02 continue to be funded.

Additional resources are being targeted at:

- Increasing the flexibility and range of breaks services provided
- Extending the Carers' Services Pilot and making it more accessible to carers
- Promoting equity in the provision of breaks both in terms of geography and developing services for marginalised groups
- Promoting carers' access to financial advice

### **Carers' Services Pilot**

The Cabinet decided on 15 October 2001 that the new power under the Carers and Disabled Children Act, 2000 to provide services direct to carers should be piloted

county-wide until 31 March 2002. The Carers Grant Plan 2001-02 had set aside £20k for this purpose and guidance on the pilot was provided to staff by the end of October.

Take up of these services has been slower than envisaged with only 3 carers so far benefiting from actual services to date, though packages are still being negotiated with a further 10 care managers. It is therefore too early to carry out an effective evaluation of the pilot. In addition, Fair Access to Care Services guidance from the Department of Health has still not been published, and this guidance will have a critical impact on the roll-out of carers' services and their inter-relationship with community care services.

Therefore it is proposed that the pilot be extended to last throughout 2002-03 and that the target group of carers includes carers whose caring role is judged very likely to break down without the benefit of a carers' service being provided.

This fits in with the Practice Guidance on the Act and would allow the Department greater flexibility in developing carers' services. There is no financial risk to the Department since these are discretionary services, gate-kept by the Policy and Performance Unit and entirely funded from the Carers Grant.

## Appendix 5

### Resourcing Plan to meet Service Pressures on ACS Budget in 2002/3 and to deliver on Building Care Capacity Strategy and Targets and Develop Intermediate Care

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|  | £                |
|--|------------------|
| Promoting Independence Grant               | 3,058,000        |
| Building Care Capacity Grant               | 3,650,000        |
| Performance Fund                           | 958,000          |
| County Council Resources to meet pressures | 1,845,000        |
|  | <b>9,511,000</b> |

#### PROPOSED SPENDING PLAN FOR BUILDING CARE CAPACITY 2002/3

|   | £              | £         |
|---|----------------|-----------|
| Full year effects   |                | 2,882,000 |
| Price increase above inflation                            |                |           |
| Nursing   |                | 500,000   |
| EMI   |                | 200,000   |
| Additional Residential /Nursing placements (older people) |                |           |
| Harrow home   | 150,000        |           |
| Runwood extension plan                                    | 100,000        |           |
| EMI places  | 60,000         |           |
| Block Contract Cost                                       | 100,000        |           |
| Additional places (50)                                    | 600,000        |           |
| Western House (New PY)                                    | <u>50,000</u>  | 1,010,000 |
| Additional LD Placements                                  |                |           |
| Demography  | 551,000        |           |
| FYE Building Capacity Plan                                | <u>300,000</u> | 851,000   |
| Extra Care Housing  |                |           |
| FYE 2001.2 plans  | 140,000        |           |
| PY Borehamwood Scheme                                     | <u>100,000</u> | 240,000   |
| Implementation of PD/SL BV Review                         |                |           |
| One Off   | 50,000         |           |
| Ongoing   | <u>105,000</u> | 155,000   |

|  |                |                  |
|--|----------------|------------------|
| Hospital & Intermediate Care Social Workers  |                |                  |
| A & E x 2 West   | 50,000         |                  |
| A & E x 2 East & North   | 50,000         |                  |
| Dacorum Intermediate Care  | 13,000         |                  |
| Chase Farm   | 25,000         |                  |
| Welwyn/Hatfield Intermediate Care  | 25,000         |                  |
| Barnet home finder   | 13,000         |                  |
| Barnet Social Workers  | <u>26,000</u>  | 202,000          |
| Equipment for discharge  |                | 200,000          |
| Home Care  |                |                  |
| Rapid response West  | 100,000        |                  |
| Rapid response East & North  | 100,000        |                  |
| Demographic increase   | <u>900,000</u> | 1,100,000        |
| Intermediate Care - Partnership Scheme to Prevent Admission/<br>Facilitate discharge |                |                  |
| Western House Interim Scheme   | 60,000         |                  |
| Felden Croft   | 240,000        |                  |
| HSCC budgets   | 150,000        |                  |
| Hertsmere Intermediate Care Team   | 25,000         |                  |
| RBB Intermediate Care Team   | 25,000         |                  |
| Prevention of admission E & N  | 55,000         | 630,000          |
| Gossams End Intermediate Care beds   | <u>75,000</u>  |                  |
| Other Pressures  |                |                  |
| Customer Service Centre  | 110,000        |                  |
| ASW  | 114,000        |                  |
| Lift Maintenance   | 50,000         |                  |
| Homeability  | 60,000         |                  |
| Transport  | 100,000        |                  |
| OT Training  | 20,000         |                  |
| EMI BV Review  | 50,000         |                  |
| LD/MH staff changes  | 50,000         |                  |
| MH Placements  | 150,000        |                  |
| PD Placements  | 200,000        |                  |
| LD Day Care  | 100,000        |                  |
| Transport  | 50,000         |                  |
| MH Pressures   | 40,000         |                  |
| Welfare to Work  | 50,000         |                  |
| Staff Support  | 20,000         |                  |
| Recruitment & Retention  | 100,000        | <u>1,364,000</u> |
|  |                | 9,334,000        |

Additional Developments planned and currently being costed  
Tele-care and 24-hour nursing support helpline  
Additional extra-care housing (some for intermediate care)  
To be resourced from balance available up to  
177,000

**Total Planned Expenditure**  
**£ 9,511,000**

## SUMMARY OF CARERS GRANT PLAN 2002/03 and 03/04

| <b>Services</b>                     | <b>Plan 02-03<br/>£000</b> | <b>Plan 03-04<br/>£000</b> |
|-------------------------------------|----------------------------|----------------------------|
| <b>CHILDREN'S ALLOCATION</b>        |                            |                            |
| Children's Services                 | 318                        | 373                        |
| <b>ADULTS' ALLOCATION</b>           |                            |                            |
| Mental Health                       | 281                        | 336                        |
| Learning Disability                 | 298                        | 351                        |
| Older People/Physical<br>Disability | 294                        | 329                        |
| All Client Groups                   | 314                        | 394                        |
| Admin and planning                  | 83                         | 86                         |
| <b>TOTALS</b>                       | <b>1,588</b>               | <b>1,869</b>               |

| <b>PLANS FOR CHILDREN'S ALLOCATION</b> |                                       |                                       |
|--|---------------------------------------|---------------------------------------|
| <b>Project</b>                         | <b>Proposals<br/>2002/03<br/>£000</b> | <b>Proposals<br/>2003/04<br/>£000</b> |
| <b>Continue Existing schemes</b>       | 186                                   | 186                                   |
| <b>Expanded schemes</b>                |                                       |                                       |
| Play schemes                           | 55                                    | 55                                    |
| Young Carers                           | 56                                    | 56                                    |
| <b>New Schemes</b>                     |                                       |                                       |
| Flexible respite                       | 21                                    | 21                                    |
| Unallocated                            | -                                     | 55                                    |
| <b>TOTAL</b>                           | <b>318</b>                            | <b>373</b>                            |

| <b>PLANS FOR MENTAL HEALTH ALLOCATION [INCLUDE OR DELETE? Now it's down to HPT?]</b> |                                       |                                       |
|--|---------------------------------------|---------------------------------------|
| <b>Project</b>   | <b>Proposals<br/>2002/03<br/>£000</b> | <b>Proposals<br/>2003/04<br/>£000</b> |
| <b>Continue Existing Schemes</b>   | 101                                   | 101                                   |
| <b>New/expanding schemes</b>   |                                       |                                       |
| Early Onset Dementia   | 30                                    | 55                                    |
| Turning Point Breaks at Home   | 150                                   | 150                                   |
| Safe House   |                                       | 30                                    |

|              |            |            |
|--------------|------------|------------|
| <b>TOTAL</b> | <b>281</b> | <b>336</b> |
|--------------|------------|------------|

| <b>LEARNING DISABILITY - Proposals 2002/03</b> |                                       |                                       |
|--|---------------------------------------|---------------------------------------|
| <b>Project</b>                                 | <b>Proposals<br/>2002/03<br/>£000</b> | <b>Proposals<br/>2003/04<br/>£000</b> |
| <b>Continue existing schemes</b>               | 132                                   | 132                                   |
| <b>Expanding schemes</b>                       |                                       |                                       |
| Befriending Schemes                            | 88                                    | 88                                    |
| Sunnyside Rural Trust                          | 27                                    | 27                                    |
| <b>New Schemes</b>                             |                                       |                                       |
| <b>Stairways</b>                               | <b>2</b>                              | <b>2</b>                              |
| Passport to Leisure                            | 17                                    | 17                                    |
| Structured breaks                              | 12                                    | 12                                    |
| Leisure activities                             | 10                                    | 10                                    |
| Creative Arts workshop                         | 10                                    | 10                                    |
| Unallocated                                    | -                                     | 53                                    |
| <b>TOTAL</b>                                   | <b>298</b>                            | <b>351</b>                            |

| <b>OLDER PEOPLE AND PEOPLE WITH PHYSICAL DISABILITIES</b> |                                       |                                       |
|---|---------------------------------------|---------------------------------------|
| <b>Project</b>  | <b>Proposals<br/>2002/03<br/>£000</b> | <b>Proposals<br/>2003/04<br/>£000</b> |
| <b>Continue existing schemes</b>                          | 195                                   | 195                                   |
| <b>Expanding schemes</b>                                  |                                       |                                       |
| Flexible respite  | 40                                    | 50                                    |
| Lunch club for carers                                     | 4                                     | 4                                     |
| Early onset dementia                                      | 30                                    | 55                                    |
| Asian respite, Watford                                    | 25                                    | 25                                    |
| <b>TOTAL</b>  | <b>294</b>                            | <b>329</b>                            |

**ALL CLIENT GROUPS - Proposals 2002/04**

| <b>Project</b>                                    | <b>Proposals<br/>2002/03<br/>£000</b> | <b>Proposals<br/>2003/04<br/>£000</b> |
|---|---------------------------------------|---------------------------------------|
| <b>Expanded Schemes</b>                           |                                       |                                       |
| Crossroads breaks at Home                         | 259                                   | 294                                   |
| Carers' services                                  | 30                                    | 60                                    |
| Flexible Day Care                                 | 20                                    | 35                                    |
| <b>New Schemes</b>                                |                                       |                                       |
| Headway Holidays for people with<br>Head Injuries | 5                                     | 5                                     |
| <b>TOTAL</b>                                      | <b>314</b>                            | <b>394</b>                            |

**CONSULTATION, PLANNING AND ADMIN - Proposals 2002/03**

| <b>Project</b>                | <b>Proposals<br/>2002/03<br/>£000</b> | <b>Proposals<br/>2003/04<br/>£000</b> |
|-------------------------------|---------------------------------------|---------------------------------------|
| Project officer - Carers      | 37                                    | 37                                    |
| Conferences and consultations | 6                                     | 7                                     |
| Money advice unit             | 40                                    | 42                                    |
| <b>TOTAL</b>                  | <b>83</b>                             | <b>86</b>                             |