

HERTFORDSHIRE COUNTY COUNCIL

**ADULT CARE AND HEALTH
SCRUTINY COMMITTEE**

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BEST VALUE REVIEW OF SERVICES TO OLDER PEOPLE

Report of the Director of Adult Care Services

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1. Purpose of report

To inform the Scrutiny Committee of the 5 draft recommendations coming out of the Best Value Review of Services to Older People.

2. Summary

The Review was carried out between September 2002 and April 2003 by a joint team from ACS, Health, District Councils, Voluntary Sector, Residential and Home Care providers. A description of the review methodology is set out in Appendix 1.

The 5 recommendations of the review focus on how Adult Care Services, together with our partners in the Health & Voluntary sectors, could apply existing resources better in order to

- a. potentially reduce the long term cost of care packages through providing a more enabling Home Care service that helps people regain and keep their independence for as long as possible,
- b. give users and carers more choice and control over the services they receive without increasing the overall cost of services to the County Council.
- c. Evaluate the effectiveness of existing ACS funded bed based intermediate care services in improving client independence so that the most effective approaches could be identified and adopted.
- d. Help clients remain independent for longer through using existing information resources more effectively.
- e. Reduce duplication and wastage in Assessment, Care management and Service provision through working with local

partners in an incremental and opportunistic way while continuing to deliver best value for the people of Hertfordshire.

A position statement and the scope of the review are set out in Appendices 2 & 3.

The Review has been overseen by a Member Reference Group and will be presented to the Cabinet on 23 June. Members of the Health and Adult Care Scrutiny Committee are invited to provide comments and feedback to the Cabinet.

Rural Issues

The recommendations coming from this Best Value Review of Services will potentially enable older vulnerable people living in rural areas of the County to maintain their independence for longer periods in their own home.

3 Background to the Recommendations of the Review

In 2002/3 the County Council spent £19m on delivering 1.6 million hours of Home Care to 5,100 people over the age of 65. Unit costs of Home Care were slightly below the average for County Councils, and there is evidence that accurate commissioning has enabled HCC to get better value out of the same levels of expenditure than comparable Authorities. This has been achieved through a combination of block contracts, commissioning 15 minute slots and electronic monitoring of delivery. In order to obtain even better value while significantly improving client outcomes, the Review recommends the setting up of two projects, one aimed at providing a more enabling service to help users regain their independence and reducing the longer term cost of care, and the other aimed at providing a more flexible service for the same cost.

Recommendation 1: To set up a one year project within the St Albans area, starting in July 2003, targeted at up to 50 users who have the potential and the motivation to improve and to regain their independence. Instead of “doing” things for clients, specially trained carers from the Sage Care Agency will work under the supervision of a trained therapist to help clients to improve (over a period of 6 weeks) their skills in everyday living tasks. The impact of the service on individual user satisfaction and dependency will be carefully monitored. The scheme will cost an extra £60,000 to cover additional home care hours (1-1.5 hours extra per day per client) and extra OT time, and a further £15,000 to cover the cost of additional training & support. However, it is expected that the scheme will show that an enabling approach could reduce the cost of a person’s longer-term care package. If successful, this scheme could be extended to all areas of the County in a phased way by April 2005.

Recommendation 2 To set up a six month scheme the Welham Green and Brookmans Park areas, starting in May 2003, involving up to 19 Home Care users. The scheme will test ways of making better use of commissioned hours over a 4 week period so that home carers can make more flexible use of the total hours commissioned. Carers would undertake agreed time critical tasks, such as toileting, but then leave and return later to help in a wider range of non-time critical tasks, such as washing. A handyman/woman will be employed by the Agency on a flexible basis to increase the range of help that the user could call upon. Additional time involved in preparing staff and potential service users will be contained within existing budgets. If successful, this scheme could be extended to all Areas in a phased way by April 2005. In 2002/03, the County Council spent £163,000 extra on Intermediate Care services (over and above the cost of residential/nursing care). These include Bulwer Lytton (residential home in Hatfield), Western House (NHS unit in Ware) and High View Lodge (residential home in Dacorum). Each scheme has developed to meet the needs of its locality. There are different approaches to monitoring activities and demonstrating effectiveness. The Review has concluded that there is need for greater consistency in the way we monitor outcomes.

Recommendation 3: Evaluate the effectiveness of existing ACS funded bed based intermediate care services in improving client independence so that the most effective approaches could be identified and adopted.

Older people have complex needs and they need access to a wide range of service providers to meet those needs. Timely access to information is an important part of preventing older people entering into crises and helping them remain independent. Information giving and signposting is done by a wide range of agencies in the County yet feedback from older people suggests that information in key areas is still not available when people want it, and in places where they look for it. There are gaps as well as duplication & wastage in information provision, some of which are being addressed by the Physical disabilities and sensory loss project. However, we need to get better value out of our investment in information provision (Customer Services Centre, HertsDirect, ACS leaflets, grants to voluntary organisations) through a more strategic approach to information combined with a focus on areas where we can make the biggest difference.

Recommendation 4:

- a. Develop a common Countywide information strategy as part of the strengthening of Countywide partnership arrangements and establish a network of local ACS champions to drive forward the information agenda.

- b. Work with partners at a local level to ensure that
 - a core list of information items is available in key places which will help older people maintain their independence (particularly at times of crises)
 - every partner commits themselves through a local compact to contribute to, as well as update, display or otherwise disseminate information and avoid duplication.
- c. Build capacity among key agencies and staff from Health, District, Voluntary organisations who have contact with older people to identify those users who need to be referred on for an assessment or for more assistance finding and using the information.

Overall, our Performance Indicators show that HCC gets good value for money for the community-based services that it provides, but they are disjointed and individuals do not get all their needs met at the same time. The more complex the need and the more agencies that are involved, the more it is likely that there will be duplication and wastage. In order to improve the efficiency with which we assess and care manage clients, reduce delays and increase choice for users, the Review recommends that joint work between agencies should be strengthened at County, quadrant and local level. The Review is not proposing any structural changes since it has concluded that developing joint protocols and processes should be the route to integrated working rather than integrated organisational structures which should be allowed to emerge over time.

Recommendation 5:

- a. Strengthen existing partnership arrangements between Health, County, District and the Voluntary sectors.
- b. Develop joint protocols and processes with our partners in order to deliver single assessment, joint commissioning, integrated care management in an efficient and manageable way.
- c. Decide at a local level, within a Countywide framework, how services could be directly commissioned by other agencies following assessment.
- d. Enhance existing arrangements for engaging users/carers and staff in service planning and development.

A detailed description of each recommendation, together with expected benefits and outcome measures are set out in Appendix 4.

4. Financial Implications of the Review Recommendations

.Recommendation	One off costs	Annual costs	Offset by income or (savings) or reallocating existing budgets	Total net costs
1. Enabling Home Care pilot (St Albans)	£75,000	nil	(£30,000)	£45,000
2. Flexible Home Care pilot (Welham Green etc)	£5,000	nil	£5,000	nil
3. Evaluating bed-based intermediate care services	£12,000	nil	£12,000	nil
4. Information & access	£32,000	£32,000	£32,000*	nil*
5. Integrated working	£160,000	nil	£160,000	nil
Total	£284,000	nil	£239,000	£45,000

* also applies to future years

Enabling home care pilot: costs are made up of £40,000 for additional Home Care hours, £20,000 for additional OT hours and £15,000 for additional training for staff. Of these costs, we believe that up to £30,000 of the additional Home Care costs may be recoverable over the course of the rest of the year either because the client has become independent enough to have stopped being in receipt of Home Care altogether, or more likely, the number of hours of Home Care a week they received have gone down. There is already an additional allocation of £185k within the existing Home Care budget to develop rehabilitative home care services and the cost of additional training will be met from the training budget.

Flexible home care pilot: Costs referred to are approximate and are for the flexible employment of a handyman/woman by the Sage Care agency for the period of the Pilot which would be contained within the existing commissioned hours.

Evaluating bed based schemes: Costs cover the deployment of a full-time equivalent staff member for 3 months to develop the evaluation tool and carry out the evaluation, and will be contained within existing staffing budgets.

Information & access: costs referred to are for the allocation of staff time in the 7 Areas to co-ordinate and develop information provision in the localities. This should be seen as part of the “day job” of professional staff within Areas and therefore should be contained within existing staff budgets.

Integrated working: costs referred to are for additional management time for the development of local protocols and practices for integrated working and are calculated on the basis of half a M3 post per Area. This will be funded in part by Health and in part through a bid to the Workforce Confederation.

5: Additional Work carried out during the Review

During the consultation workshops questions were raised about transport and meals on wheels. As there are already initiatives under way within the County to address these issues, the Best Value Review has not undertaken further work but a final report will be included for information.

Meals on Wheels

The provision of community meals (meals on wheels) was reviewed by HCC Adult Care Services in June 2001. As a result of this work the District and Borough Councils formed the Hertfordshire Meals on Wheels Providers Forum in March 2002. Membership includes an Adult Care Services representative. The objectives of the group include addressing issues of access and equability across the County.

Specifically the group is currently progressing work on:

- Developing a common standard of services across the County
- Investigating the possibility of cross-cutting service delivery e.g. where District/Borough boundaries would make it more practical to provide service to a client in a neighbouring Authority.
- Shared access to a dietician for advice
- Investigating opportunities for joint procurement

Close liaison is being maintained with this review to avoid unnecessary duplication and to integrate its findings and recommendations with this Best Value Review.

Transport

The feasibility of a single transport service across Hertfordshire is being investigated by the Integrated Transport Partnership. Such a service would enable the public to have access to a centralised service that would provide information on transport services and entitlements (including concessionary fares), book transport, help plan journeys, transport brokerage, and provide specialist transport service. There is scope for providing Direct Payments for low level transport needs.

6. Conclusions

The main appendices to this report provide further details and an in depth analysis of the reasons for the 5 draft recommendations followed by an implementation plan to ensure the necessary actions are undertaken.

Overall the Best Value concluded that Hertfordshire County Council receives good value in the services that it provides. However, it was clear that both at strategic and local levels more work was needed to be undertaken with partner organisations, voluntary sector and independent providers and users and carers to prove a truly integrated service for older people. There is already evidence of this approach in relation to Delayed Transfers of Care from hospitals and the implementation plan for the Single Assessment Process. The recommendations and implementation plan from this Best Value Review will strengthen and develop this further and ensure that Hertfordshire has a whole system approach to service delivery.