

NORTH LANARKSHIRE COUNCIL
REPORT

TO: Social Work Committee	Subject: IMPLEMENTATION OF SCOTTISH OFFICE ACTION PLANS FOR SOCIAL WORK : IMPROVEMENT OF CHILD CARE SERVICES AND MODERNISING COMMUNITY CARE
FROM: Jim Dickie Director of Social Work	
DATE OF COMMITTEE: 19 January 1999	
REPORT AUTHOR: Sandra Mackay	
REF: KS/SM/SR	

1 PURPOSE OF REPORT

- 1.1 The purpose of this report to Committee is to outline the action which requires to be taken in order to implement the Scottish Office Action Plans to improve child care services and modernise community care.

2 BACKGROUND

- 2.1 In November 1998, the Scottish Office launched two initiatives as part of the Government's agenda for modernising social work services in Scotland. These were:
- [a] the publication of an action plan for community care, 'Modernising Community Care'; and
 - [b] the announcement of the Government's response to the Children's Safeguards Review (the Kent Report).
- 2.2 Both initiatives indicated that the Government intended to make an additional funding available to local authorities to implement action plans and meet nationally set targets which have still to be announced. In each case, each Council was required to write to the Scottish Office by 19 November 1998, indicating in principle acceptance of the action plans and confirming that the Council wished to take up their projected allocation of the extra resources.
- 2.3 Letters indicating that North Lanarkshire Council wished to take up its projected allocation of any additional resources were submitted by the Director of Social Work within the required time scale.
- 2.4 In December 1998, a letter from the Social Work Services Group advised Directors of Social Work all authorities had fulfilled the requirements to receive additional allocations for 1999-2000 for 'Modernising Community Care and the Children's Services Development Fund. They were also advised that the requirements to qualify for a share of future years' funding would be circulated separately. It has been made clear future years' allocations in respect of the two programmes will be contingent on demonstrating practical achievements as well as continued commitment to the action plans overall.

- 2.5 The North Lanarkshire share of additional funding is £303,000 for Modernising Community Care from a national allocation of £5 million and £667,000 for improvements to Children's Services from a national allocation of £9.2 million.

3 MODERNISING COMMUNITY CARE

- 3.1 A report in respect of 'Modernising Community Care' was submitted to the Social Work Committee on 24 November 1998 and to the Housing Committee on 2 December 1998. The action plan sets out short and medium term action required of local authorities and health boards to improve community care.
- 3.2 The Scottish Office and COSLA have reached agreement on the monitoring system to be introduced for the first year of the Action Plan, and it is anticipated that the Council will be required to submit its proposals to the Scottish Office at the end of February 1999. This will require agreements to have been reached with Lanarkshire Health Board regarding the priorities for implementation of Modernising Community Care, and the allocation of new funding.
- 3.3 By December 1999, local authorities and Health Boards are required to introduce new approaches to decision making in community care, including arrangements to reduce bureaucracy and increase expenditure on direct services, to introduce joint commissioning and to secure best value, across all agencies for the community care £.
- 3.4 By March 2000, local authorities and Health Boards are required to demonstrate that they have taken appropriate action to improve joint working at both strategic and operational levels, and to target new resources to supporting people in their own homes rather than in residential care or nursing homes.
- 3.5 The Scottish Office has identified three priorities in 1999-2000 for additional funding for social work. These are:
- [i] To replace withdrawal of DSS support from people with preserved rights in residential and nursing homes;
 - [ii] To meet the continuing increase in the elderly population and in numbers of surviving younger persons with care needs;
 - [iii] To cover new responsibilities including funding the local authority share of care for people discharged from hospital, implementation of the Modernising Community Care Action Plan, the Mental Health Framework, the forthcoming Carers Strategy and problems of substance misuse.

DSS Transfer

- 3.6 The proposals submitted to the Council as part of the Service Plan make provision to fund approximately 60 additional places, to allow for the admission of people who have already been assessed and were awaiting placement in the current financial year. A separate report to the Committee sets out proposed use of Health Board Winter Monies to fund the part year cost of these placements in the current financial year.
- 3.7 It is proposed that an additional allocation of £80,000 be made to fund growth in residential and nursing home placements during 1999 -2000. This allocation will permit the Council to make 8 - 10 placements across the whole authority beyond the level which could be funded from resources released on death of Council funded residents.
- 3.8 Further difficulties can therefore be anticipated in the coming financial year in relation to the management admissions to residential and nursing homes beyond the level of deaths of Council funded residents. It is proposed that this should be the subject of further early discussions with Lanarkshire Health Board.

Demography

- 3.9 The priorities set out for local authorities are:
- [a] the additional costs of community care provision for very frail elderly people, including dementia sufferers;
 - [b] younger people with severe and complex disabilities who are surviving to young adulthood.
- 3.10 The Service Plan contains proposals for allocation of £230,000 in home care services targeted towards very frail older people, to provide intensive home care services as an alternative to residential care.
- 3.11 No provision has been made to fund care for younger disabled people with severe and complex disabilities. Seven younger people have been assessed by the Department who require intensive care to be provided in new supported living services as an alternative to institutional care. Following specification of individual care needs, the costs required to support them are £325,500 in total. Details of care packages required to meet assessed needs is given in Appendix 1.
- 3.12 It is proposed that there should be an allocation of £150,000 would allow care packages for a number of these young persons to be initiated.

Other Priorities

- 3.13 The balance of £73,000 in the additional allocation to North Lanarkshire is wholly inadequate to meet the rest of the priorities identified by the Scottish Office, namely :
- [a] meeting the Council's care element contribution for hospital discharge programmes where additional expenditure is not fully met by transfer of resources from the NHS to the local authority;
 - [b] developing new and improved services in response to Modernising Community Care;
 - [c] the Mental Health Framework;
 - [d] the forthcoming Carer's Strategy ; and
 - [e] problems of substance misuse.
- 3.14 The Service Plan contains growth proposals to improve the infrastructure of addiction services (Year 1) and for limited expansion of direct services to support the Mental Health Framework (Year 2). Home care growth proposals referred to above will also be relevant to demonstrating the Council's commitment to the Government's action plan.
- 3.15 However, no provision has been made for:
- [a] the implementation of the forthcoming national Carer's Strategy. In view of the priority the Council affords to supporting carers, it is proposed that the sum of £13,000 be earmarked to commence local implementation of the strategy during the coming financial year;
 - [b] the Council's care element contribution to hospital discharge programmes. This is the care element contribution of £7,000 required of the Council for placements in residential care and £10,000 for nursing home placements. An allocation of £60,000 is proposed to meet the Council's contribution towards approximately 7 discharges.
- 3.16 Whilst the care element contribution will be insufficient to fund planned discharges already agreed with the Health Board as part of the learning disability and mental health framework, allocation of the maximum possible from the amount made available by the Scottish Office for this purpose would assist the Council in its negotiations with the Health Board.
- 3.17 The hospital discharge programme is due to gather pace following the recent announcement of an allocation of national bridging finance to Lanarkshire Health Board for 1999-2000.

3.18 Subject to negotiations with the Health Board, proposed expenditure of additional allocations for community care are summarised in Appendix 2.

4 IMPROVEMENTS IN CHILDREN'S SERVICES

4.1 In January 1998, the Social Work (Operations and Services) Sub Committee was informed of the content of the 'Children's Safeguard Review' which is also known as the 'Kent Report' and approved the response being made by North Lanarkshire Council.

4.2 Authorities are required to submit plans to the Scottish Office by March 1999 setting out how they propose to deploy their allocation from the Children's Services Fund in 1999 - 2000, and to demonstrate that there has been close collaboration between Social Work and Education in drawing up the proposals.

4.3 Table 1 summarises the national and North Lanarkshire allocations.

Table 1: Scottish Office Allocations To Implement Children's Services Development Fund

Policy Objective	Allocation (£)	
	Scotland (Million)	North Lanarkshire (£)
Children's Services Development Fund		
Increase community based placements	2.2M	160,000
Implement government response to Kent Report	4M	290,000
Supporting families - early intervention and prevention	3M	217,000
Total	9.2M	667,000

4.4 As Table 1 above shows, the Children's Services Development Fund allocations are intended for:

- [i] Transitional Scheme to Increase Community Based Placements (including recruitment of foster parents, scaling down larger children's homes, and developing alternatives to residential care).
- [ii] Implementation of the Kent Report, to cover development of children's advocacy, costs of special support assist with improving educational attainment.

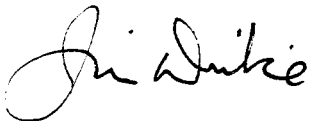
- [iii] Supporting Families - Early Intervention and Prevention, to assist social work input to family centres to support families with very young children and prevention work with vulnerable families, including development of parental skills programmes and sustained practical support.

4.5 Subject to detailed consultation with Education, it is proposed that the expenditure of the North Lanarkshire allocation of £667,000 should be consistent with Scottish Office guidance for each of the headings identified. A summary of the proposed action plan for North Lanarkshire is given in Appendix 3.

5 RECOMMENDATIONS

5.1 Committee is asked:

- [i] to approve in principle the spending priorities for additional social work allocations for Modernising Community Care and the Childrens' Services Development Fund as set out in the report;
- [ii] to remit the report to Housing and Education Committees for their interest;
- [iii] to authorise the Director of Social Work to submit detailed action plans to the Scottish Office following consultation as required with Lanarkshire Health Board and the Director of Education;
- [iv] to otherwise note the terms of the report.



Jim Dickie
Director of Social Work
14 January 1999

For further information on this report please contact K Somers, Head of Social Work Development. (TEL: 01698 332010)

APPENDIX 1

YOUNG PEOPLE WITH SPECIAL NEEDS WHO REQUIRE SUPPORTED LIVING PROFILES

Initials	Assessed Needs Profile	Annual cost of assessed care package (£)
S.B.	Has learning disability and autism with severe challenging behaviour. Presently lives in specialist residential care. Current placement must end due to age. Requires individual accommodation with intensive support to assist in living independently.	65,000
J.W.	A former child in care for whom Department held parental rights. Has severe learning and physical disabilities. Presently lives in specialist residential care. Current placement must end due to age. Requires individual accommodation with intensive support to assist in living independently.	57,500
S.O.	A former child for whom Department held parental rights. Has significant learning and physical disabilities. Presently lives in residential care. Requires individual accommodation with intensive support to assist in living independently.	40,000
M.O.	A former child for whom Department held parental rights. Has significant learning and physical disabilities. Presently lives in specialist residential care. Requires individual accommodation with intensive support to assist in living independently.	40,000
C.M	Has autism and requires intensive support to manage challenging behaviour. Withdrawal of home placement means that accommodation with intensive support to assist in living independently is required.	35,000
L.M.	Has learning disability. Presently lives with supported carers. Carers cannot assist in medium or long term. Needs assistance with personal care and other domestic tasks. Requires individual accommodation with support to assist in living independently.	28,000
R.B.	Has severe and complex multiple disabilities. Presently in short-term care in Kirklands Hospital. Lone parent unable to provide support. Will require individual accommodation with intensive support to assist in living independently.	60,000

NB The above individuals are the most pressing cases and are only a small number of the individuals who will require supported living arrangements in future years. In the next three years between 68-94 young people with special needs will leave the education system. A sizeable proportion will require supported living care packages. In addition, there are young people who currently live at home and use day services who will require alternative provision in the event of their elderly parents death.

APPENDIX 2

IMPLEMENTATION OF MODERNISING COMMUNITY CARE

Proposal	Description	Amount (£)
To fund growth in residential or nursing home places	To provide an additional 8 - 10 residential or nursing home placements during 1999-2000.	80,000
To provide supported living arrangements young people with special needs	To provide supported living arrangements in the community for young people with special needs, who will be leaving education or residential care .	150,000
To support people leaving long stay hospitals	To support people leaving long stay hospitals, where additional expenditure is not met by transfer of resources from the NHS to local authorities	60,000
To support carers	To provide support services for carers as part of the forthcoming government national Carers Strategy.	13,000
Total		303,000

APPENDIX 3

IMPLEMENTATION OF CHILDREN'S SERVICES DEVELOPMENT FUND

Proposal	Description	Amount (£)
Increase community based placements	To increase the number of foster carers by 10. Improve the support provided to foster carers by employing 3 social workers to provide direct assistance. This will help shift the balance of care from institutional to community based.	160,000
Implement key proposals from government response to Children's Safeguard Review	To develop children's advocacy services. Provide better support, in co-operation with the Education Department ,to improve the educational attainment of children who are looked after and are away from home. Increase child/staff ratio at children's homes and provide more flexible and responsive service. Improve the quality of residential care through better decoration, furnishing and fittings and involve children in choosing same. Improve access to leisure facilities for children who are looked after and are away from home.	290,000
To support families through early intervention and prevention measures	To provide access, in co-operation with the Education Department, to family centres for the most vulnerable families. To develop an intensive support service including parenting skills programmes and specialised home care support to the most vulnerable families.	217,000
Total		667,000