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| To: SOCIAL WORK COMMITTEE     |               | Subject: DEVELOPING SERVICES FOR OLDER PEOPLE: LOCAL OUTCOME AGREEMENT |
| From: DIRECTOR OF SOCIAL WORK |               |  |
| Date: 25 October 2001         | Ref: JD/SM/DH |  |

## 1. PURPOSE OF REPORT / INTRODUCTION

- 1.1. This report outlines the Local Outcome Agreement which is required to be drawn up by officers from the Council with key partner agencies indicating how the additional resources for community care that have been allocated by the Scottish Executive will contribute to achieving the outputs and targets that have been nationally identified.
- 1.2. The report seeks the approval of the Social Work Committee in respect of the content of this Agreement which indicates how the Council in partnership with Health will deliver the improvement and expansion of services as recommended by the Joint Future Group.

## 2. BACKGROUND

- 2.1. On 5 October 2000 the Minister of Health and Community Care announced in a statement that additional resources were to be allocated to Councils to support a series of service improvements in relation to older people.
- 2.2. In December 2000, the Scottish Executive wrote to Councils outlining the additional resources to be allocated to Community Care over the next three years following the comprehensive spending review.
- 2.3. The additional allocation is principally to implement recommendations from the Joint Future Group and other aspects of the Scottish Executive response to the Sutherland Report, including the allocation settlement earmarked "Royal Commission".
- 2.4. The allocation of additional resources across Scotland namely, £24 million in 2001/2002, £24 million in 2002/2003 and £48 million in 2003/2004 were designed to increase the range and quality of services to support principally older people better at home, prevent inappropriate admissions to residential, nursing or hospital care and promote prompt discharge from hospital.
- 2.5. The Executive proposed that Local Outcome Agreements be drawn up in order to replace ring fencing. Councils are expected to draw up a Local Outcome Agreement with their partners (mainly health) indicating how the authority and its partners can best use the new resources to achieve the prescribed outputs for each development area, with local targets, across the funding period, with specific reference to:-
  - ◆ Rapid Response Teams/Immediate Intensive Personal Care Packages
  - ◆ Intensive Home Care Services

- ◆ Shopping/Household/Maintenance of Services
- ◆ 4 Weeks Free Home Care Post Hospital Discharge

2.6. On 23 August 2001 the Scottish Executive issued further detailed guidance with regard to the content of the Local Outcome Agreements. The Agreements are due to be submitted to the Scottish Executive by 15 October 2001 for consideration.

### 3. ADDITIONAL RESOURCES FOR SERVICES TO OLDER PEOPLE

3.1. The detail of the additional resources allocated within the local government settlement for service improvements to older people is provided in Table 1 below:-

| AREA OF ACTIVITY                       | SCOTTISH ALLOCATION IN 2001/02 | NLC PRO-RATA SHARE | ACTIVITY TARGETS<br>Nos of People/Episodes |
|--|--------------------------------|--------------------|--|
| Rapid Response Teams                   | £6m                            | £354k              | 531  |
| Intensive Home Care                    | £6.75m                         | £398.5k            | 30   |
| Short Breaks                           | £5.5m                          | £324.5k            | 649 weeks                                  |
| Shopping/Household Maintenance Service | £3.75m                         | £221.5k            | 295  |
| 4 Weeks Free Home Care Post Discharge  | £2m                            | £118k              | 443  |
| <b>TOTAL</b>                           | <b>£24m</b>                    | <b>£1,416.5k</b>   |  |

3.2. The above table details the funding allocation between the 5 service areas based on the Scottish allocation with pro-rata figures for the allocation and targets set for North Lanarkshire Council.

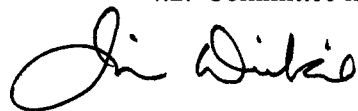
3.3. Appendix 1 attached contains the response which has been prepared by officers from the Council in partnership with Lanarkshire Health Board and the Primary Care NHS Trust in the prescribed format for submission to the Scottish Executive. The response provides details of the target level of activity, current and anticipated performance.

3.4. The development priorities and outcome targets have been agreed in outline with officers from Lanarkshire Health Board and the Lanarkshire Primary Care and Acute Hospitals Trust.

### 4. RECOMMENDATION

4.1. It is proposed that the Local Outcome Agreement be agreed with partner agencies and members at the North Lanarkshire Joint Planning Forum on 1 October 2001, following which the Council will submit the Agreement as required to the Scottish Executive by 15 October 2001.

4.2. Committee is asked to homologate the Local Outcome Agreement as detailed in this report.



**Jim Dickie**  
**Director of Social Work**  
**14 September 2001**

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## **NORTH LANARKSHIRE COUNCIL**

### **JOINT FUTURES – LOCAL OUTCOME AGREEMENTS**

#### **1. Purpose of Report**

- 1.1. The purpose of this report is to outline proposals by North Lanarkshire Council for the Scottish Executive to consider in terms of Local Outcome Agreements. These proposals have already been approved in principle by the Council and its Health partners.

#### **2. Background**

- 2.1 The Scottish Executive invited local authorities to enter into Local Outcome Agreements with the Executive in pursuance of the objectives set out in the Executive's statement of 5 October 2000 in response to the Royal Commission on long term care and in line with the Joint Futures Group Report issued in November 2000.

- 2.2 Guidance was issued to local authorities regarding the need for Local Outcome Agreements to be drawn up in conjunction with their partners, showing how improved and expanded services would be delivered.

- 2.3 The Executive's guidance included a framework to support people at home and reduce inappropriate admissions to institutional care, in line with their wishes. The priority areas which were identified for particular attention were:-

1. Joint Rapid Response Teams;
2. Joint Intensive Homecare Services;
3. More short breaks (respite for carers providing the greatest amount of care);
4. Shopping/Domestic Service;
5. Four weeks free home care post hospital discharge;
6. Joint Resourcing and Joint Service Management.

- 2.4 Although a proforma was issued as Annex C to the circular of August 2001, North Lanarkshire Council found the indicative management information proposed in the Annex, not to be compatible with reporting progress and information which could inform the action taken on the Joint Future Agenda. Rather, the measures and indicators highlighted in the Annex, seemed more easily achieved by reporting on broad measures which the Council has been and is taking to move the balance of care from residential, nursing and hospital care to support for people in their own homes. In this report therefore some of the information is provided in broad categories of the Council's financial allocation and more general activity or outputs, rather than using the measures set out in the Annex.

#### **3. Additional Resources for Services to Older People and Activity Targets**

- 3.1 Details of the additional resources allocated within the local government settlement for service improvements for older people in years 2001/2002 and 2002/2003 and year 2003/2004 are provided below. These show the areas of activity, financial resources allocated nationally and the pro-rated financial share and activity targets for North Lanarkshire.

**Table 1 - Years 2001-2002 and 2002-2003**

| AREA OF ACTIVITY                       | SCOTTISH ALLOCATION | NLC PRO-RATA SHARE | ACTIVITY TARGETS Nos of People/Episodes |
|--|---------------------|--------------------|---|
| Rapid Response Teams                   | £6m                 | £354k              | 531                                     |
| Intensive Home Care                    | £6.75m              | £398.5             | 30                                      |
| Short Breaks                           | £5.5m               | £324.5             | 649 weeks                               |
| Shopping/Household Maintenance Service | £3.75m              | £221.5k            | 295                                     |
| 4 Weeks Free Home Care Post Discharge  | £2m                 | £118k              | 443                                     |
| Total                                  | £24m                | £1,077,118         |   |

**Table 2 - 2003-2004**

| AREA OF ACTIVITY                       | SCOTTISH ALLOCATION | NLC PRO-RATA SHARE | ACTIVITY TARGETS Nos of People/Episodes |
|--|---------------------|--------------------|---|
| Rapid Response Teams                   | £12m                | £708k              | 1062                                    |
| Intensive Home Care                    | £13.5m              | £797.5             | 59                                      |
| Short Breaks                           | £11m                | £649k              | 1298 weeks                              |
| Shopping/Household Maintenance Service | £7.5m               | £443k              | 590                                     |
| 4 Weeks Free Home Care Post Discharge  | £4m                 | £236k              | 885                                     |
| Total                                  | £48m                | £2,833,500         |   |

#### 4. Information on Progress and Proposed Planned Activity

- 4.1 In financial year 2000-2001, North Lanarkshire clarified and confirmed the direction it was taking with regard to consolidating a three faceted approach to providing the framework for the services which the Executive envisaged should be in place. These three areas are 1. development of home support services, 2. development of community alarm services and 3. improved assessment and delivery of equipment and adaptations for disabled people. The figures below in relation to home support services apply only to people 65 years and over. While community alarms and pieces of equipment and adaptations are provided to other age groups however it is older people who predominantly are the recipients of these services. The financial resources allocated for these two categories of support are not however distinguished in this report, with regard to assisting older people.
- 4.2 The table below, (Table 3), shows the increase in the total number of hours for which homecare services were provided for older people during the weeks commencing 3 April 2000 and 1 April 2001 and the number of clients receiving different bands of service. It shows that while the number of clients receiving service showed only a modest increase, the total hours being provided increased markedly. While there was a slight reduction in those receiving 9 or less hours per week, there was a considerable increase in those receiving over 10 and particularly those receiving 20 or more hours. The Council has already invested £987k into the home support budgets for its Area Teams at the start of the financial year 2001-2002 and has plans to invest up to a further £1m to meet an increased level of service across the range of activity required. This means that those

people only requiring a practical service and those with greater needs, including intensive support can benefit from these new resources.

- 4.3 The increase in hours at April 2001 as reflected in Table 3 was a result of the Department recruiting staff in the first Quarter of 2001 in preparation for implementing the enhanced services to be funded in 2001/02 from the additional resources provided by the Scottish Executive.

**Table 3**

| Week Including | Total Hours for Week | No. of Clients Receiving Homecare |           |          |             |        |       |
|----------------|----------------------|-----------------------------------|-----------|----------|-------------|--------|-------|
|                |                      | 0-1.99hrs                         | 2-3.99hrs | 4-9.9hrs | 10-19.99hrs | 20+hrs | Total |
| 03/04/00       | 18,653.75            | 376                               | 651       | 1082     | 519         | 97     | 2725  |
| 01/04/01       | 22,365.0             | 374                               | 604       | 1059     | 607         | 144    | 2788  |

- 4.4 During the current financial year 2001-2002 the Council has allocated a further £100k into its Community Alarm System, for purchasing additional dispersed units and has set aside £50k to finance two pilot schemes which will hopefully enhance existing services through the application of "smart technology".

Council Policy has been developed so that anyone aged 75 years or older can now be provided with a community alarm unit on request and without assessment. This was implemented as a result of responding to user and carer suggestions which were made during the Council's consultation process leading up to the development of its Joint Community Care Plan.

Table 4. (below) outlines increased installation of home support alert systems as at 3 April 2000 and 1 April 2001 together with a projected position at April 2002.

| Date         | Dispersed Units in Use |
|--------------|------------------------|
| 3 April 2000 | 4200                   |
| 1 April 2001 | 5300                   |
| 1 April 2002 | 7500                   |

- 4.5 The provision of equipment and adaptations has been identified as one of the crucial elements in supporting people at home in order to promote a quick hospital discharge or prevent admission to some form of residential or nursing home care. In Financial Year 2001-2002, the Council's base budget for equipment and adaptations of £790k has been enhanced by a further £1.2m. In addition to this money, a further £300k has been provided on a non recurring basis to meet the cost of a Joint Social Work and Health Store and to purchase a mobile display vehicle from which to provide a disability advice service across North Lanarkshire.
- 4.6 Enhancement of the base line budget by non recurring financial contributions this year, continues the pattern established last year of the Council. This has resulted in a position that along with additional recruitment of O.T. staff, that the number waiting for assessment in North Lanarkshire has dropped from 1925 people in December 2000 to 870 people in September 2001. Currently there are no people who have been assessed as requiring equipment for which financial resources do not exist.

- 4.7 The financial and service information noted above, indicates the balance of investment which North Lanarkshire Council has made in providing the resources from which rapid response, intensive home support packages, shopping/household maintenance services and 4 weeks free homecare post hospital discharge, can be funded in line with the Executive's and the Council's strategy.
- 4.8 These investments have provided an opportunity for early supported discharge teams which were established around the Wishaw General Hospital and Monklands General Hospital areas to develop their capacity to provide a multi disciplinary integrated personal care service. Currently, the Council is developing arrangements so that community based rapid response services can operate and draw on the resources which have been made available in the community ie. additional home support, community alarms and equipment and adaptations. The agreed targets for each of the early supported discharge teams in North Lanarkshire had been established at 40 cases per month and these teams are currently under review. It currently appears that the teams are making progress towards their targets and these may soon be exceeded regarding getting people out of hospital sooner. There may also be an enhancement of this service as well as additional opportunities made available to provide rapid response in people's own homes rather than them entering hospital in the first instance. The Council and its Health partners is committed to producing services which attempt to stem admissions to hospital and to the quick return to the community for those who require a hospital episode.
- 4.9 Four weeks free home care for those leaving hospital was instituted in North Lanarkshire as of 1 June 2001.

## **5. Provision of more short breaks.**

- 5.1 In line with the Executive's wish for more "short breaks", or respite, for those most in need, North Lanarkshire has made available an additional £240k for financial year 2001-2002. This is an enhancement to the budget currently made available through the provision of 1000 weeks of respite being available per year in the Council's own residential homes. The cost of uptake of this service for the year 2000-2001 was £191k with occupancy running at 66% of available places. In addition to this commitment, spot purchase for respite purposes in independent nursing homes were made on an ad hoc basis.
- 5.2 North Lanarkshire Council has approved plans to purchase 12 places per week in independent sector establishments which can provide a range of care for people including nursing care. Although £240k has been set aside for the purpose of providing additional "short breaks" however it has not been possible to negotiate a contract which guarantees placements due to the recent dispute between the local authorities and the independent sector providers. With the resolution of these difficulties however it is anticipated that tenders will be sought for contracted places in the near future.
- 5.3 In the meantime, the Council also provides "short breaks" through its home support services. It is anticipated that the balance of monies available following the cost of securing contracts for respite places in independent sector, will be available to Area Team staff to purchase additional home support services. This will allow carers some relief and not require clients to leave their own homes. These services are provided by the Council at present and it is hoped that greater use can be made of this more flexible and perhaps less rigid service, rather than continuing to rely only on fixed weeks of respite in residential and nursing home establishments. The level enhancement of home support budgets generally will allow this aspect of short break to be developed and should

compensate for the potential reductions in local authority residential placements which may result through implementation of the report – “A Home for the Future”, in which North Lanarkshire has outlined proposals to move the balance of care from institutional to peoples own home.

## **6. Joint Resources and Joint Service Management Plans**

- 6.1 Joint working between the Local Authority and Health has increased markedly and not only are the statutory agencies working more closely they are increasingly including users, carers and provider organisations in partnership working.
- 6.2 Officers and members at varying levels in the organisations are engaged in joint planning, joint development and joint delivery of service and it is envisaged that these relationships will continue to develop for the benefit of those dependant on service from the various agencies.
- 6.3 There are a number of recent examples of successful joint working. As mentioned already in this report the Social Work Department and the Lanarkshire Acute Trust have created a joint Early Discharge Team to address the issue of bed blocking and winter pressures and this team is significantly impacting on the situation.
- 6.4 A Joint Assessment tool has been developed for Frail Elderly with staff from the Social Work Department, the LHCC's and the Primary Care Trust inputting to the process. This joint assessment tool is used at present in the intensive home support project by both social work and nursing staff and is in the process of being rolled out for wider use in LHCC and Area Team settings.
- 6.5 In conjunction with this work development has taken place in making ICT systems across the agencies compatible. This will not only allow for information sharing but will provide a framework within which assessment, care planning and commissioning of community care services can be provided in a seamless manner regardless of which agency receives the initial referral. This system will be piloted in two LHCC areas in the coming months and when tested will be extended to cover the whole authority.
- 6.6 All partner agencies are making monies and resources available to develop the community infrastructure necessary to support joint working and the pooling of these resources will work to the benefit of service users in the coming years.