
Report To:	Social Work & Social Care Scrutiny Panel	Date:	29 August 2023
Report By:	Kate Rocks, Chief Officer Inverclyde Health & Social Care Partnership	Report No:	SWSCSP/25/2023/AB
Contact Officer:	Alan Best Interim Head of Health and Community Care	Contact No:	01475 715212
Subject:	The Future of Care and Support at Home		

1.0 PURPOSE AND SUMMARY

- 1.1 For Decision For Information/Noting
- 1.2 The purpose of the report is to update the Scrutiny Panel on the review of the home support service and the proposed redesigned social care service and associated funding that would replace the previous home support service.
- 1.3 The report also highlights the current operational risk, capacity of the home support operating model and makes proposals to develop a workforce that ensures the future sustainability of the delivery of social care within Inverclyde.
- 1.4 The review of home care services has considered the shape, scope, resilience, and sustainability of the internal and external care at home services focusing on the increased demand and complexity emerging from the pandemic whilst managing reduced staffing capacity due to the recognised local and national crisis in social care recruitment and retention.
- 1.5 The service was last reviewed in 2015, since this time it has experienced increased complexities of service users who require care, a substantial requirement for critical care, and regulatory requirements for continuous learning with the need for an associated expanded skill set. Work has taken place through the Care at Home review with staff, Trade Unions and HR. The report outlines the development of a new social care workforce which will replace the Care at Home Service. A new job description has been created to ensure there is parity between the social care workers and the health care assistants.
- 1.6 The Out of Hours service will be strengthened by enhancing the skill set and responsibilities of the social care worker reflecting the nature of the tasks being one of complexity and critical care. Any impact on the delivery of the out of hours service through capacity and or skill base adversely affects our discharge activity from hospital in supplying resources and ensuring a safe service.
- 1.7 The review has also focused on retention and succession planning due to the demographic profile of the staff group. The HSCP previously undertook a test of change within the

management group and developed the post of Care at Home Supervisor to oversee quality and scrutinise staff performance. The evaluation of this role has shown that this post has not met the original assumptions and there needs to be a return to Senior Social Care Worker being first line manager of the service who carry out this function.

- 1.8 To note there will be an implementation plan and training offered to staff in respect of polypharmacy, enteral feeding and palliative / end of life care with an implementation date of 1st August 2023.
- 1.9 Consultation will take place within home care and day service for older people to implement this extended role across both services creating a generic approach. This will facilitate a more responsive, targeted approach dependent on pressure areas that can be seasonally directed and delivered. The next stage will be to consider implementation of this universal role within the wider adult services.
- 1.10 The commissioning approach has been redesigned as part of market facilitation in consultation with local providers with a view to increasing capacity on the framework and ensuring sustainability. The Ethical Care Charter is included in the service specification as part of Inverclyde's affiliation with the charter and fairer working practice. Although there has been progress made with the requirements of the charter including travel cost and time for staff, the current pressure impacts on standards and a detailed review of the current position will be completed by March 2024.

2.0 RECOMMENDATIONS

- 2.1 That the Scrutiny Panel supports the ambitions of the review to reduce extreme pressure within the service with the aim of developing capacity that enable people with complex needs to remain at home.
- 2.2 That the Scrutiny Panel note the outputs of the review and planned work to transform the care at home service to a social care workforce for Inverclyde.
- 2.3 That the Scrutiny Panel note the realigning of funding to internal care at home through winter planning funding and older people's residential placements.
- 2.4 That the Scrutiny Panel note that a new job description graded 4 has been developed that replaces the existing home support worker role and will be now known as social care workers due to the new tasks involved. The review has outlined the position of Senior Social Care Workers as first line managers. The total cost, including older people's day service staff will also transition into being part of the social care workforce will be £1.315m.
- 2.5 For the Scrutiny Panel to note the funding and implementation of the redesign with effect from 1st August 2023
- 2.6 For the Scrutiny Panel to note that IJB has given authorisation for officers to issue Directions to Inverclyde Council to give effect to the decisions made in respect of this report.

Kate Rocks
Chief officer
Inverclyde Health & Social Care Partnership

3.0 BACKGROUND AND CONTEXT

- 3.1 The review of home care services which includes both internal and external commissioned services began in January 2022. It has considered the additional service requirements due to changes in the Care Inspectorate Standards and the requirements of the Ethical Care Charter. An inspection from the Care Inspectorate for Inverclyde HSCP services is expected in the second quarter of 2023. The review has been part of the HSCP transformation programme Panel redesign and was delayed due to covid.
- 3.2 The recurring added winter planning funding from the Scottish Government ring fenced for home care is available to support the service to re-establish the high standard pre covid and will be used in the redesign of the service.
- 3.3 The service continues to see an increase in the complexities of service users receiving support. There has been an increase in the number of assessed visits needed per day as well as increased requirement for two carers for moving and handling due to a decrease in physical functioning and mobility of our older population because of the lock down.
- 3.4 The age demographic within the service also adds to the complexities of our service provision with 56% aged 80+, who have an intensive support package in place to live independently and safely within their own home. However there continues to be an increase in the demand for much more complex support in the community such as personal care, stoma and catheter care, use of equipment and the administration of medication for service users with limited mental and physical functioning.
- 3.5 The HSCP service has experienced a notable change in the workforce due to a higher level of retirement and capability issues alongside reduction in the number of job applications to work within the sector.

4.0 PROPOSALS

- 4.1 HSCP and commissioned providers agree recruitment and retention remains a significant challenge for all and for Inverclyde Council staff. Several HR initiatives have been implemented to attract more interest and promote the sector locally. There have been a few successes however the staff turnover rate still is high and has resulted in little overall improvement in resource. Analysis of our leavers shows that 47% leave to work within the retail sector for a higher hourly rate.
- 4.2 As with the national picture, the HSCP is currently unable to sustain a stable workforce which impacts on our ability to facilitate discharge and respond to unscheduled care. The Inverclyde rate is at Grade 3 with the recommendation that this increases to Grade 4 due to the new role and job description.
- 4.3 The increases to a Grade 4 place us in the mid-range for Scotland but more importantly it recognises and values this essential role.
- 4.4 For information, the 22/23 hourly pay rate for a Grade 3 is £11.81 - £12.11 and for a Grade 4 £12.59 - £13.61. This rate is pending the pay award from April 2023.
- 4.5 The review has a focus on succession planning due to the demographic profile of the staff group. The HSCP has seen notable change within the management group that needs to be merged to offer some stability. The service proposes to align the Home Support Supervisor grade 4 with Senior grade 5. This is reverting to original position following a test of change which affects fourteen staff.

- 4.6 There has been an increase in concerns and complaints to the service and an overall reduction in quality standards. It is a priority to improve standards and development within the service to ensure compliance with the scrutiny body.
- 4.7 The integrated Out of Hours service includes community nursing; these staff groups continually work collaboratively and share complex cases. The review is considering proposals to extend the remit of this service in line with joint work with nursing colleagues. Extending out of hours will help to reduce double visits from nursing and social care enabling the service to work more efficiently. Health care assistants receive a higher hourly rate despite conducting similar tasks. The pay differential would close as the social care worker would attract a similar salary by implementing the new job description.
- 4.8 The on-going capacity of the Out of Hour's service is a risk due to insufficient staff available to meet current demand and sustain quality of care. This service supports the most vulnerable people, and the difficulty covering service directly impacts on discharge from hospital. The HSCP aspiration is that people stay at home for longer reducing the need for residential beds.
- 4.9 The provision of more vehicles has been successful in increasing recruitment and an additional three vehicles have been approved to tackle the higher mileage claims that are a feature within the service.
- 4.10 As part of the review the following initiatives have been progressed to consider the high turnover and low interest in working within the service. Incentives such as training opportunities, pension scheme and a career path are being promoted. Within the HSCP joint work with HR, Corporate Coms and Finance teams has progressed considerable work in terms of recruitment and retention. Further examples are as follows.
- HR, Corp Coms, Graphics, DWP regular liaison with dedicated staff resource.
 - Recruitment Huddle twice weekly for home care operational staff to monitor and progress and address any delays.
 - Fast track events began in priority geographic areas, overview of job role sessions ongoing with Trust Development and DWP.
 - TV Advertising, posters, social media, internal, my job Scotland all updated and distributed with intention to expand
 - Partnership set up with Inverclyde Development Trust and WCS Head of Social Care Social Care with regular sessions in the Greenock waterfront campus, exploring Clydebank and Paisley with discussion around a bespoke course.

The Service will also examine and develop the role of modern apprentices with Care and Support at Home Services.

- 4.11 Currently there is agreement for a 60/40 HSCP/commissioned split for home care provision. In March 2023 looking at SDS option 3 provision only there is an 80/20 split HSCP/commissioned which is due to a reduction in availability within external providers. 28% of the total home care provision is now out with the framework provided through self-direct support payment and option 2 in comparison with 11% in 2019. Further information about the different SDS options is provided below.
- 4.12 The home care framework does not guarantee any level of service due to the service user's right to choose a provider. This also means that providers can opt out where there are individual

complexities or additional pressure such as location or family dynamic which regularly results in cases transferring to the HSCP.

- 4.13 Issues about continuity, sustainability, and quality within the care at home sector have been identified. Significant work has been completed within the commissioned sector with work on track to put in place a new framework, with the current framework due to expire April 2024. However, there has been a reduction in the number of providers, and with the withdrawal of Allied recently there is currently only four contracted providers. The vulnerability of the market due to workforce issues puts the sustainability of external providers at risk. This leaves two new providers trying to set up a service locally and they have been unable to recruit a sufficient level of resource. As part of this work, we are looking at ways to attract and support commissioned providers locally.
- 4.14 The establishing of social care workers reflects the demands and skills needed for the role. Commissioned providers all have individual terms and conditions for their staff group committing to the Scottish living wage as a minimum however providers use various other incentives, i.e., one off bonus, birthday gifts and loyalty reductions with local shops/restaurants. Established providers tend to have a committed core group who stay due to the greater flexibility, more relaxed organisational structure, and autonomy to adjust requirements. Providers are also using a sponsorship scheme to employ overseas workers. There may be an increase in the movement of staff from external to internal however the move to 80:20 should mitigate the risk of reducing overall capacity for service users.

The external market

- 4.15 The local authority has a duty to ensure there is a mixed market of care to enable choice for service users.
- 4.16 To facilitate the Self-Directed Support agenda, it is essential that a mixed market is provided to support people at home. There is an elevated level of dependency on two main providers which increases the risk for the HSCP.
- 4.17 The Self Direct Support Act provides three options for service users to choose how their support is provided.
- SDS1 also known as a Direct Payment is where a service user has total control and choice over their service provider and manages their budget,
 - SDS2, individual service fund is where the service user takes part in the choice of the service provider however the local authority manages the financial aspect of the funding provided by the 3rd party,
 - SDS 3, is where the service is arranged and provided by the local authority or they may subcontract to another support provider,
 - SDS4, is a combination of any of the three options above.
- 4.18 Currently commissioned providers are supplying an average of 30% less hours compared to March 2020, and across the sector there is a reduction of between 12% and 30% in the difference between planned and actual provision which shows a lower level of service received by the service user. This reflects the shortage of available service and a lack of flexibility to respond to individual need.
- 4.19 The recurring added winter planning funding from the Scottish Government ring fenced for home care is available to support the service to re-establish the high standard pre covid and will be used in the redesign of the service.

4.20 The review has also found unmet need through our adult carers support plans for respite, and we have identified unearmarked recurring finance from our Scottish Government allocation of carers funding. Previously services had been provided from external providers who also are experiencing capacity issues. We have a statutory duty to provide carers with flexibility that supports the essential day to day living tasks and promotes their interests and their wellbeing therefore this funding will move to our internal services to ensure stronger alignment with the carers assessment processes and planning.

5.0 IMPLICATIONS

5.1 The table below shows whether risks and implications apply if the recommendation(s) is(are) agreed:

SUBJECT	YES	NO
Financial	x	
Legal/Risk		x
Human Resources	x	
Strategic (Partnership Plan/Council Plan)		x
Equalities, Fairer Scotland Duty & Children/Young People's Rights & Wellbeing	x	
Environmental & Sustainability		x
Data Protection		x

5.2 Finance

One off Costs

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report	Virement From	Other Comments
Care at Home		23/24	48	Winter plan EMR	Charging Points
		23/24	223	Winter plan EMR	Facilitate phasing of recurring savings
		24/25	279	Winter plan EMR	See Appendix A for full details
		TOTAL	550		

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact	Virement From (If Applicable)	Other Comments
N/A		23/24	250	Recurring Winter Plan funds	Please see Appendix A
		24/25	283	Reduction of external care	

				at home budget	
		24/25	65	Recurring	
		25/26	168	Carer's Act	
		26/27	51	funds – total of	
				£0.284m	
		26/27	28	Complex care uncommitted funds	
		26/27	86	Delayed discharges uncommitted funds	
		24/25	128	Reduction of	
		25/26	128	12 residential	
		26/27	128	placements over 3 years – total of	
				£0.384m	
		TOTAL	1,315		

5.3 Legal/Risk

There are no specific legal issues within this report.

5.4 Human Resources

Human resources and the Trade Unions are fully involved in the review process and are comfortable with the recommendations in the report. The proposed revised job description for the Social Care Worker has been job evaluated and, if agreed and implemented, the grade of the Social Care Worker job would be Grade 4. The trade unions on approval by IJB have balloted their members on the new job description and role.

There will be an implementation plan offering training and support to staff to undertake the role. New contracts will need to be issued and signed. If the staff do want to take on the new duties, they may opt out.

5.5 Strategic

This will meet all the outcomes contained with Big Action 4- to support more people to live at home independently.

5.6 Equalities, Fairer Scotland Duty & Children/Young People

(a) Equalities

This report has been considered under the Corporate Equalities Impact Assessment (EqIA) process with the following outcome:

x	YES – Assessed as relevant and an EqIA is required, a copy of which will be made available on the Council’s website.
	NO – This report does not introduce a new policy, function or strategy or recommend a substantive change to an existing policy, function or strategy. Therefore, assessed as not relevant and no EqIA is required. Provide any other relevant reasons why an EqIA is not necessary/screening statement.

(b) Fairer Scotland Duty

If this report affects or proposes any major strategic decision:-

Has there been active consideration of how this report’s recommendations reduce inequalities of outcome?

	YES – A written statement showing how this report’s recommendations reduce inequalities of outcome caused by socio-economic disadvantage has been completed.
x	NO – Assessed as not relevant under the Fairer Scotland Duty for the following reasons: Provide reasons why the report has been assessed as not relevant.

(c) Children and Young People

Has a Children’s Rights and Wellbeing Impact Assessment been carried out?

	YES – Assessed as relevant and a CRWIA is required.
x	NO – Assessed as not relevant as this report does not involve a new policy, function or strategy or recommends a substantive change to an existing policy, function or strategy which will have an impact on children’s rights.

5.7 Environmental/Sustainability

Summarise any environmental / climate change impacts which relate to this report.

Has a Strategic Environmental Assessment been carried out?

	YES – assessed as relevant and a Strategic Environmental Assessment is required.
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x

NO – This report does not propose or seek approval for a plan, policy, programme, strategy or document which is like to have significant environmental effects, if implemented.

5.8 Data Protection

Has a Data Protection Impact Assessment been carried out?

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YES – This report involves data processing which may result in a high risk to the rights and freedoms of individuals.

x

NO – Assessed as not relevant as this report does not involve data processing which may result in a high risk to the rights and freedoms of individuals.

6.0 CONSULTATION

6.1 The report has been prepared after consideration with relevant senior officers in the HSCP and Elected Members of Inverclyde Council. The trade unions have also been consulted and are supportive of the recommendations contained in the report.

7.0 BACKGROUND PAPERS

7.1 None

TABLE A

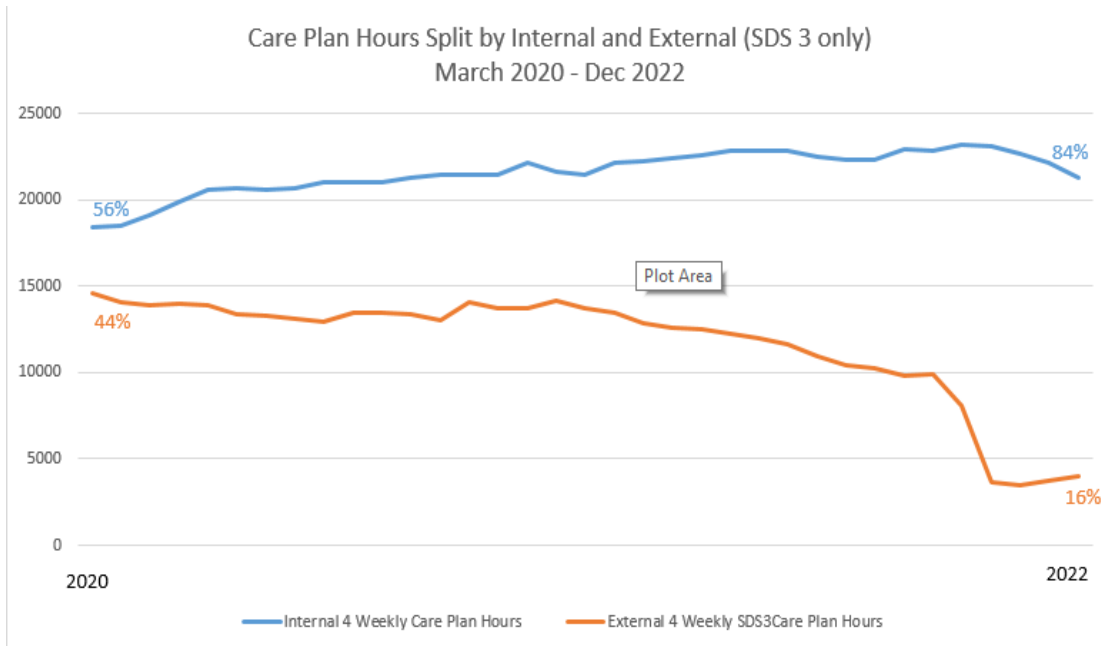


TABLE B

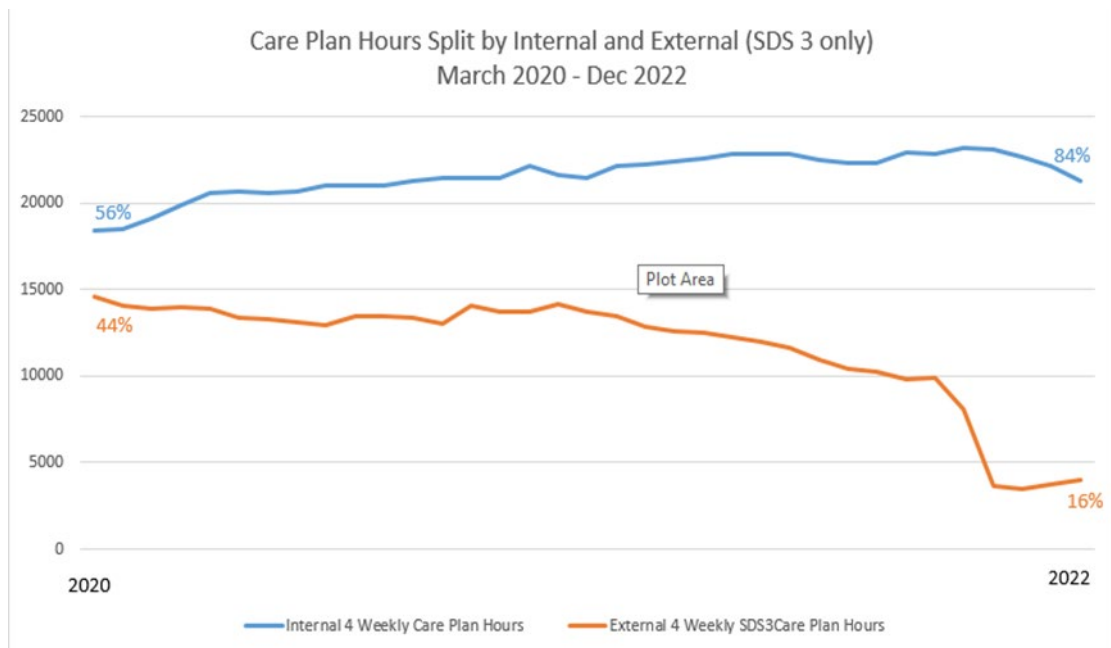


Table A shows the recovery within the Internal service from March 2020 against the downward trend within commissioned home care service.

Table B reflects the upward trend within SDS option 2 which is non framework providers which is now 27% of the total home care provision.