



Annual Report from Adults and Community Care

Local Committee for Woking 14 July 2004

KEY ISSUE:

The purpose of this paper is to update the Local Committee for Woking on the achievements, challenges and plans of Adults and Community Care since the People First changes in 2002, and report on the outcomes of the Woking Borough Council Best Value Review of services for older people.

SUMMARY:

The period has been one of consolidation and development characterised by increased investment and a positive Joint Review leading to an improvement in the council's star rating for social services.

Services for older people have been developed incrementally by responding to need and focusing on core services. Delays in discharge have reduced significantly.

OFFICER RECOMMENDATIONS:

Members are asked to note the report and:

- a. give their views on whether they would like a taxi voucher scheme developed in Woking
- b. comment on Adults and Community Care's bid to increase the ratio of desk to staff from 3.5:5 to 4:5 at Quadrant House
- c. support the Social Care Teams' bid to have Woking as a mobile technology pilot.

Introduction and background

1. The period has been one of consolidation and development characterised by increased investment by the County Council in social care services, joint planning arrangements with our partners, and a positive Joint Review conducted by the Social Services Inspectorate and the Audit Commission leading to an improvement in the council's star rating for social services. Adults and Community Care services were adjudged to be serving most people well with excellent prospects for improvement, and overall, the social services function provided by the County Council achieved 2 stars. This impacts very positively on the council's overall Comprehensive Performance Assessment (CPA) rating.
2. Our approach to service development for older people in Woking is through a range of services linked to the care pathway through which many of our service users travel. We have developed services incrementally by responding to local need and focusing on core services. Many of the developments have been taken forward jointly with our partners, examples of which are described in this report.
3. Our performance is improving. Delays in discharge from St Peters Hospital (where the majority of Woking residents receive in patient acute care) have reduced significantly. A graph showing this improvement is attached as appendix 1.
4. Opportunities for short-term rehabilitative care in a residential setting are increasing, housing with enhanced care is available and domiciliary care to enable rehabilitation at home has been increased.
5. Performance is also measured through a monthly audit of randomly sampled cases across the teams. The audit reports on key indicators required for county and national returns. The April 2004 sample is attached at Appendix 2. These indicate that the social care teams are performing at a very high standard.

Business Planning

6. The area management team has developed a business plan to support our direction of travel, through establishing priorities, desired activity levels, performance targets and taking forward key service developments, within the available financial resources. The plan will form the basis of local business plans for the two social care teams, the Frimley Park hospital team, the learning disability community services team and in house learning disability provision. The plan will be developed from the Service Commissioning Agreement, which sets out our desired activity and performance targets for 2004/05.

7. The direction of travel is determined by a number of factors:
- National priorities and targets
 - Adults and community care medium term strategy
 - The Joint Review report and recommendations
 - Local priorities and development opportunities
 - Joint working with our partners
8. The plan has been developed following a process that engaged the North West Area Management Team and the wider management group including business and financial support, and the operations managers. Locality management boards and front line staff have also been engaged by service managers to determine local issues and priorities.

Vision

9. The plan is predicated on the basis that social care is committed to promoting the independence of service users in a way that balances risk and empowerment. Services, and service developments seek to help overcome the barriers to independence in whichever setting the service is commissioned or provided.

Priorities

10. We have 4 main priorities for 2004/05:

- Recruitment and retention of staff
- Performance and quality
- Partnerships with the NHS, Boroughs, Voluntary Agencies, Users and Carers
- Clarification of roles and responsibilities in our workforce

These priorities are the cornerstone of our plan and will be evident in all our work.

Health And Social Care Partnerships

Planning Arrangements:

11. Adults and Community Care, Woking Area PCT, Surrey Heath Borough Council, Woking Borough Council, the two Councils for Voluntary Service, and the two Local Directors have agreed a new joint planning arrangement for the North West area. The aims of these new arrangements are to:
- establish priorities for health and social care

- develop and implement a health and social care Local Development Plan and other plans required by partner organisations.
 - ensure that the overall aims and objectives of the plans are informed by the local community, users and carers and other relevant strategic partners.
 - develop joint performance indicators and targets
 - jointly invest in services where it is appropriate to do so.
12. The arrangements take the form of an overarching planning group, supported by client care groups for Older People, Adults with Physical, Sensory and Cognitive disabilities and HIV, and Learning Disabilities. Carer's groups are well established in North West Surrey and continue to support the process of joint planning.
13. The arrangements are set out in diagrammatic form as Appendix (3) to this report.
14. The first Health and Social Plan was published in May 2004.
15. The Older People's Planning Group is also the Local Implementation Group for the National Service Framework for older people and is responsible for achieving a number of standards required by the Department of Health
16. The Physical Disabilities Group will take responsibility for the shortly to be published National Service Framework on Long Term Conditions.
17. The Learning Disabilities Group is the local Valuing People implementation group.
18. Planning in NW Surrey is particularly complex because of the historical NHS arrangements which cross two counties (Surrey and Hampshire) and the pattern of services linked to the acute trusts. These planning groups seek to plan and commission services for the people of Woking, working alongside existing providers, but also excited by the prospect of new configurations, particularly for our colleagues in the NHS.

Best Value Review

19. The purpose of this review was to consider ways in which the interface between services provided by partners to the review (Surrey County Council, Woking Borough Council and Surrey Heath and Woking PCT) could be enhanced to better promote the independence of older people. Consequently this was a thematic review that sought to determine the extent to which the partners were making progress toward a 'whole system' for older people, where the service user experiences services as seamless.
20. The scope of the review covered services which help older people to maintain /recover independence, including:

- day centres
- home support
- Sheltered and Supported Housing (within Supporting People levels)
- community alarms
- Home Link care and repair, and aids and adaptations service
- community meals
- the interface between housing and care.

21. A performance improvement plan has been developed, which contains 21 actions. Many of the actions link to work already underway in Adults and Community Care. These include:
- work on progressing a falls strategy,
 - increasing the number of “step up beds” as part of a wider prevention strategy,
 - implementing the Single Assessment Process,
 - ensuring that access to services is equitable,
 - working with the Independent Sector to secure capacity,
 - developing care pathways,
 - regular meetings with front line staff.

Joint Review

22. The report published in October 2002 highlighted areas of good practice specifically linked to Woking. The reviewers noted that the development of positive integrated working practices on the front line and through the management structure was leading to improved outcomes for service users and their carers. These arrangements have been in place for some time and were developed as part of the “Healthy Woking” initiative in the late 1990’s.

Older Persons Services:

Delayed Transfer of Care

23. St Peters Hospital is the main provider of acute hospital care to the residents of Woking. Delays have significantly reduced during this year. Currently there are no patients from the Woking area awaiting a social care service. This is in part due to the excellent working relationships between the social care team and the hospital, and also the range of resources linked to the care pathway for older people, as highlighted by the Joint Reviewers. Fines were introduced from the 5 January 2004 for any patient delayed for social care reasons, Adults and Community Care has agreed with the acute trust for 50% of any fines payable through reimbursement to be reinvested in services. For the time being, our focus will be to enable patients to be discharged to the most appropriate setting where their assessment will be ongoing prior to any decisions made about their long term care needs. To date, the amounts paid to the acute trusts in the form of fines have been very small.

Integrated Working

24. The importance of integrated working with primary health care cannot be understated. The Woking Social Care Team operates as three patch teams, co-terminus with primary care boundaries. This enables strong working relationships to be maintained with the primary care teams (general practitioners, district nurses, specialist workers for older people and community psychiatric nurses).
25. Since September 2003, the Operations Manager for the Woking Social Care Team has specific responsibilities to further develop integrated working practices across Adults and Community Care, Surrey Heath and Woking Primary Care Trust and Woking Borough Council.
26. In April 2004, the Single Assessment Process, was implemented. The aim of the process is to reduce duplication, and over time to develop competencies across organisational boundaries to promote consistency in the assessment process. In Woking, health and social care are piloting an electronic system to share information in the West Byfleet area, through the FAME project, funded through the Office of the Deputy Prime Minister.

Social Care and Housing

27. Adults and Community Care, the PCT and Woking and Surrey Heath Borough Councils are collaborating on the development of an Extra Care Housing Strategy for older people. Currently, Brockhill in Goldsworth Park operates an enhanced care scheme with the availability of 24 hour personal care provided by the home based care service. A service is also available for Woking residents at Huntley House in Whitely Village. The completion of the strategy will also enable a bid to be made to the Department of Health for a capital grant.
28. As part of our planning for people with physical disabilities, adults and community care is exploring with Woking Borough Council the development of a more strategic approach for housing with support.

Quality and Value for Money

29. In NW Surrey, the Area Directors Service Commissioning Agreement with the Chief Executive has a considerable emphasis on providing alternatives to residential care or purchasing more through block contract arrangements.
30. To support our principle of ongoing assessment and rehabilitation prior to making long term decisions about an individual care needs, we are planning to reconfigure 10 of the permanent beds at Pinehurst in Camberley for short term care to enable more people to return to their own home. This is supported by an audit of the existing step up/step down beds at Pinehurst which shows that given the right support people can be returned to their own homes. This service is available for Woking residents.

31. We meet regularly with Independent Sector home based care providers, and residential and nursing home providers. This enables a dialogue about the needs of the service and the pressures experienced by providers. Placement Officers have been appointed to work on a more strategic basis with providers and to assist care managers find the most appropriate resource to meet the users needs. During 2004, we will be looking to increase the number of block purchase arrangements to secure capacity and to reduce the time spent by staff negotiating with providers. We are planning to convert some of our spot purchasing arrangements with nursing home providers to a block arrangement, and in the home based care market, move to a primary provider arrangement whereby the in-house service will provide the initial service to promote independence and determine on going need, prior to transfer to the independent sector.

Learning Disability Services:

Joint Health and Social Care Services for People with Learning Disabilities

32. In partnership with West Surrey Health Promotion Service, North West Surrey Valuing People Group have sponsored the development of an educational pack on coronary heart disease for people with learning disabilities their carers and primary care staff called "Is My Heart Healthy?". It was launched in April 2004 and has received interest nationwide.

33. North West Surrey Valuing People Group in 2004 are using Learning Disability Development Fund monies to sponsor the development of a diabetes information pack with West Surrey Health Promotion.

34. Cranstock Day Service in Woking have completed the building work of a new bathroom. This will improve the delivery of services for people with complex needs.

Social Care and Housing

35. North West Surrey Valuing People Housing Group has produced, in conjunction with Woking and Surrey Heath Borough Councils, an accessible housing application form for people with learning disabilities for them to use when applying for housing in the area. This will be launched on 12 July 2004.

Partnerships

36. North West Surrey Valuing People have utilised Learning Disability Development Fund monies to support 12 projects in North West Surrey in partnership with voluntary services and statutory sector in 2003/2004. These projects have benefited school leavers, individuals with complex needs, service users living independently in the community and carers. A brochure, "Working in Partnership with learning disabilities and their supporters" has been produced describing the work undertaken and has been sent to all services users and key stake holders in the area.
37. This year the Valuing People Groups projects include:
- Developing services for people from an ethnic minority in the North West Surrey area with Community Relations Officer in Woking and Equalities Manager for Surrey
 - Supporting older carers in Woking and Surrey Heath
 - Piloting a taxi voucher scheme in Surrey Heath for people with learning disabilities.

Quality and Value for Money

38. Appointed Placement Officer for Home Based Care for People with Learning Disabilities (PLD) services in North West Surrey to work with internal and external providers to develop the market.
39. Currently looking at modernising In House Residential Provision and developing short-term breaks services in the area.
40. Care Management Team has created three new posts and recruited two Care Managers Assistant and another Care Manager.

Performance

Finance and Service Activity

41. Attached, as Appendix 4 is the latest budget monitoring which shows both the overall area spend, plus the numbers of people supported in our services.
42. This approach to resource management combines at a glance information on finance, activity and performance. The areas budget is in financial balance, but there remains considerable pressure on all service areas. In particular, individual care packages for adults with physical or learning disabilities can cost between £1,000-£1,500 per week. Whilst the area reserves funding and plans as carefully as possible, these care packages which can arise without notice through trauma or degenerative conditions place real pressures on the budget.

43. The Area Strategy has been to support more people in their own homes and therefore become less dependant on Residential and Nursing Home placements.
44. The service volumes for older people show an increase in the numbers of people receiving home based care and overall the same number of people receiving residential and nursing home care. The service volumes for learning disability have remained the same. For people with a physical disability we are supporting significantly more people in their own homes.

Core Standards

45. Core Standards were introduced in February 2003 to monitor, on a monthly basis, performance of the front line teams in Adults and Community Care. A sample of case files is monitored by first line managers (assistant operations managers) to provide evidence across four domains, which builds to a balanced scorecard. The domains are:
- To be responsive to users and carers
 - To promote a supportive environment with a shared purpose
 - To support systems and processes that support service objectives
 - To optimise the use of human and financial resources for the benefit of users.
46. In each of these domains there are measures or targets which each of the front line teams are monitored against. All of the measures are linked to either local policies or Department of Health requirements. What these measures seek to do is provide a month on month picture on our performance. Since their inception, performance has steadily improved and there is a growing awareness amongst staff of their importance. Knowing when we are doing well is intrinsically important to all of us, and addressing challenges is key to a healthy and stimulating work environment.
47. There is much to celebrate in our performance and this is highlighted in the latest core standards report attached as appendix 2. The April monitoring indicates that the service is responsive to its customers, provides regular supervision to staff, has efficient systems and processes and makes effective use of its resources.

Challenges

Recruitment and Retention

48. Additional funding provided by the county in 2003/04 has helped but we work in a challenging environment with scarce physical and staffing resources. In particular, attracting home based care and occupational therapists, where the county is in competition with the NHS, and other

businesses within the service and retail industries. We run local recruitment campaigns for home based care and a countywide campaign for occupational therapists is planned. We are also dependent on locum care managers to support permanent staff. A countywide campaign, based on the successful recruitment approach used in children's services is soon to be launched. The impact of high numbers of locums, despite the quality of many of these staff, is one of continuity and cost. Locums, employed through agencies, often cost twice the amount of permanent staff. This places further pressure on the budget. Selling points for our services include the variety of work, training and opportunities to progress. However, remuneration remains an issue, both for lower paid staff and qualified staff because of the high cost of living in Surrey. We have developed a career pathway initiative for home-based care but it will take a while to feed through.

Office Accommodation

49. Accommodation remains a key issue for the social care team and learning disability team. The lease has been agreed for Quadrant House in Woking, but a move is not expected until April 2005. Morale has been affected, and staff have not always been able to find a desk from which to work. The local management team with the agreement of staff are implementing a flexible working pilot to test out 4 day week and 9-day fortnight working, to free up space, but without reducing the service. The ratio of desks to staff at Quadrant House is 3.5:5, and this may cause further difficulties as most staff are very dependent on IT systems. The Area team has made a bid for mobile communications systems to enable more flexible working. Member support for an increase to the Surrey work style staff/desk ratio and the mobile communications pilot would be very welcome.

Reimbursement

50. The system of fines introduced by the government could compromise core service budgets if the demand for services for people leaving acute hospitals outstrips funding available to meet these needs. NWAMT has agreed with the PCTs and acute trusts that 50% of the fines levied should be reinvested in services. Currently, delayed transfers of care for social care reasons are low. We are utilising the Reimbursement grant in NW Surrey, in agreement with the Acute Trust Chief Executives, to enable swift discharge by purchasing interim placements, funding above fee ceilings in exceptional cases, and bolstering rapid response budgets. This arrangement will be jointly reviewed in June 2004 to determine whether this the best use of the grant. However, this remains both a challenge and a risk. It is our intention to seek to improve the current 50% reinvestment of fines to 100%, to reflect the success we have achieved so far and in line with arrangements with some other authorities have made with their acute trusts.

Integration of the PLD team

51. People learning disabilities services, following an away day with health colleagues, have established a County Integrated Steering Group to look at future service provision and make recommendations on service models based on local area needs. This group is made up of five Service Managers from A&CC, two lead PCT Commissioners and three Trust representatives. A work plan and terms of reference for the group are currently being drawn up.
52. In North West Surrey the community service team for PLD works with both Surrey Hampshire Borders and North West Surrey Mental Health and Partnership Board Trust. We attend their clinical effectiveness meetings, hold joint best practice panels and are planning an away day with both trusts to look at developing integrated services.

Full integration of front line social care teams (care management, occupational therapy, finance and business, home based care, residential and day services, benefits and charging)

53. People First brought together these teams into a single management structure. The challenge remains to fully integrate these teams, clarify roles and responsibilities, and ensure we get best value from these new arrangements. Recruitment and accommodation difficulties have impacted on the ability to fully integrate. Plans are in place to improve the accommodation position this year, and our recruitment strategy, particularly for home based care, should improve the situation.

Implementation of the single assessment process (SAP)

54. SAP aims to promote integrated working, reduce duplication (for the user as well as service providers) and develop IT systems that can share information in a safe and timely way. NW area has a multi-agency implementation group for SAP. The aim is to have paper versions of basic personal information and contact (referral) sheets by 2004, and for the area around West Byfleet (Woking), to have developed an IT solution through the FAME project funded by the Office of the Deputy Prime Minister. SAP is a major change project, which will require local project management. Operations Managers will be tasked to ensure that their staff are using the SAP tools available and to work with other organisations on the cultural changes needed to implement successfully.

Integration of the benefits and charging team

55. The income generation and benefits advice to service users has been devolved to area management teams. The establishment of a manager, 3.5 benefits and charging staff and an administrative assistant will be joining us at the Frimley base, with hot desking arrangements at the new Woking local

office. Our aim is to fully integrate this function with the operational teams. We have regular meetings with the benefits and charging staff and have developed an outline plan to manage this change. A further challenge is to recruit a full team of staff. Currently there is a manager and 1 FTE in post.

Service developments to support change

56. In 2003/04, the County Council allocated £378,000 to NWAMT to enable development in older persons services. Funding has been applied to a range of services with the aim of achieving our vision to support older people. It is an ambitious agenda and will take time to fully develop and impact on service delivery. In 2003/04 additional funding was earmarked for extra care housing, intensive home based care services, hospital discharge services, block contract premiums, and services for older people with mental frailties. Some of these developments have not progressed as quickly as we would have liked due to development capacity, recruitment difficulties and time required to bring on new services. However, as a new area management team, it has also provided the opportunity to be clear about where additional staff or service developments are needed to support our overall vision. For 2004/5, we are investing new resources to appoint additional care managers to enable the process of assessment, care planning and service provision to be timely and appropriate for users eligible for a service. We are also investing additional funding in the home based care service to increase activity by 10%.
57. In 2003/04 an additional £108,000 was allocated to NWAMT to enable development in people learning disabilities services. This money was used to increase staffing in care management and support services to enable us to effectively deliver a service. In 2004/05 the full year allocation for NW is £219,000 and this money will be allocated to development of short-term breaks provision, expanding home based care market and modernising day service provision.
58. In addition the NW Local Valuing People Group, which is made up of representation from service users, carers, Adults and Community Care, PCT, Specialist Trusts and voluntary services was allocated £64,000 from learning disability development fund revenue monies and £50,000 capital money. The revenue money sponsored 15 local projects in the area in line with Valuing people framework and targets for learning disabilities and capital money was used to develop the day service provision to support individuals with more complex needs. It is expected that this group will receive a further £65,000 for projects in 2004/05.

Support from the Local Committee:

Taxi Voucher Scheme

59. A taxi voucher scheme is to commence in the Surrey Heath area in June 2004. Funding from Surrey Heath and Woking PCT, Adults and Community Care, Surrey Heath Borough Council, the Surrey Heath Local Committee and the County's Community Transport Fund will enable a new service for approximately 100 users with disabilities to take control of where they want to travel at the time they wish to travel. This is an excellent example of agencies collaborating to meet their statutory responsibilities and empowering service users. A similar service could be developed for the residents of Woking, and Members are asked if, in principle the idea is supported, and funding considered.

Staff/Desk ratio at Quadrant House

60. Members are asked for support in A&CCs bid to have the ratio of desks to staff increased from 3.5:5, to 4:5. This bid is on the understanding that staff require regular access to the IT systems as service user records are computerised

Mobile Technology Pilot

61. Members are asked to lend their support to the social care team's bid to secure Woking as a pilot area. This would enable care managers, through the provision of palm top computers and wireless technology, to record their assessments of need with service users in their own homes, and then transmitting them directly onto SWIFT.

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