

DUNDEE CITY COUNCIL

REPORT TO: POLICY & RESOURCES COMMITTEE – 13 FEBRUARY 2014

REPORT ON: MAXIMISING THE USE OF RESOURCES FOR OLDER PEOPLE

REPORT BY: DIRECTOR OF SOCIAL WORK

REPORT NO: 104-2014

1.0 PURPOSE OF REPORT

The purpose of this report is to outline plans to implement financial guidelines which will maximise the use of resources within Older Peoples Services and enable more older people to remain at home.

2.0 RECOMMENDATIONS

It is recommended that:

- 2.1 a financial guideline for care at home services for older people at a cost of up to 15% above the national care home rate for nursing care homes (resulting in a maximum resource equating to up to £667 per week) is adopted;
- 2.2 where the older person is assessed as requiring a specialist care home provision in a care home which would cost more than the national care home rate, that the maximum resource equates to 15% more than the cost of the specialist provision to reflect the additional needs; and
- 2.3 the maximum resource be reviewed annually in line with the national negotiations around care home rates.

3.0 FINANCIAL IMPLICATIONS

It is anticipated that this proposal will reduce expenditure annually by £50,000 primarily through restricting the potential for further cost pressures to be placed on this budget.

4.0 MAIN TEXT

- 4.1 The Social Work Department provides care and support to older people who live at home. Many older people are now remaining at home much longer with the result that when older people enter residential care, the level of support they require is higher at the time of admission than would have been previously demonstrated. To meet the needs of this increasingly frail older population requires additional supports and services. This is particularly apparent where the individual has either complex long-term conditions or moderate to severe dementia. As more older people remain at home it is anticipated that requests for larger packages of support will also increase and with the introduction of Self Directed Support, more people will seek to have this support provided through the option of a Direct Payment. As a result, the Social Work Department will be asked to balance the costs of providing very high support packages at home to older people who have been assessed as requiring a more communal support arrangement, against the ability to provide more older people with a care and support package which allows them to remain at home for longer.

- 4.2 Over the last year, the Social Work Department has been asked to provide 24 hour support at home for individual older people who have been assessed as requiring a level of care and support equivalent to that provided by either a residential or nursing care placement. In some circumstances, the request is made by the family who have made a commitment to their relative that they would not be admitted to a care home. Families may supplement the support provided and the higher level costs relate to overnight care at home. Where the financial cost of the care at home package equates to the cost of a care home placement, the overall cost to the Social Work Department will be greater if the care is provided at home. This relates to the differences between the residential and non-residential charging policies, where the individual's contribution is less than it would be if moving into a care home setting.
- 4.3 At this time, there is no clear financial policy for requests for higher packages of support and each case is negotiated on an individual basis. Any requests for packages of care at home above the nursing care home rate are referred to the Cases Sub-Committee for a decision. This is out of step with other councils where the maximum resource available has been set at the nursing care home rate or at a pre-set limit. To date, where the requested level of support exceeds the nursing care home rate, only a portion of the costs requested have been agreed and this has been negotiated at between 17% and 20% above the costs of a nursing care home placement. This lack of policy can result in an inconsistency in decision making and a lack of clarity as to the basis in which decisions are made. There is also a potential for an unequal distribution of resources which will result in less older people receiving the support they require to maintain them at home.
- 4.4 It is therefore proposed that the level of a care at home support provided by the Council be set at 15% above the cost of a nursing care placement (resulting in a maximum cost of up to £667.00 per week). This maximum level of support should be revised annually in line with the national review of the care home placement rate as negotiated by COSLA. The level of contribution by individuals will be subject to means testing in line with the Councils charging policy.
- 4.5 Where the assessment determines that a specialised care home placement is required and that this would be financially costed at a higher rate than the national nursing care home rate plus 15%, then the maximum resource should reflect this additional need and be linked to the specialist care home rate. Service users currently receiving a package of care and support above the proposed maximum resource, would continue to receive the individually negotiated support provided. The new rate would be applied to new applicants. Where a service user requires an intensive level of support to meet a crisis situation, short term services will be provided as required.
- 4.6 The introduction of a clear policy statement setting out the maximum level of resources available for individuals will ensure equitable decision making across older people's services when allocating resources. It allows older people and their families to make informed decisions when choosing future care options. In addition, the management of the budget in this manner will ensure that more service users have access to services which enable them to remain at home by maximising the use of the available resources to the Council.

5.0 POLICY IMPLICATIONS

- 5.1 This report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty and Equality Impact Assessment.
- 5.2 An Equality Impact Assessment is attached to this report.

6.0 CONSULTATIONS

The Chief Executive, Director of Corporate Services and Head of Democratic and Legal Services have been consulted in preparation of this report.

7.0 BACKGROUND PAPERS

None.

**JENNIFER G TOCHER
DIRECTOR OF SOCIAL WORK**

DATE: JANUARY 2014

EQUALITY IMPACT ASSESSMENT TOOL

Part 1: Description/Consultation

Is this a Rapid Equality Impact Assessment (RIAT)?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Is this a Full Equality Impact Assessment (EQIA)?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Start Date of Assessment:	02/12/13	
Committee Report Number:		
Title of document being assessed:	Maximising the Use of Resources for Older People	
1. This is a new policy, procedure, strategy or practice being assessed (If yes please check box) <input checked="" type="checkbox"/>	This is an existing policy, procedure, strategy or practice being assessed? (If yes please check box) <input type="checkbox"/>	
2. Please give a brief description of the policy, procedure, strategy or practice being assessed.	This policy would result in financial guidelines being implemented in order to maximise the use of resources within older people's services. This will take cognisance of the cost of providing alternative care in a nursing home setting.	
3. What is the intended outcome of this policy, procedure, strategy or practice?	The intended outcome of this policy is to ensure equitable decision making across older people's services when allocating resources. In addition, this will ensure that more service users will have access to services which enable them to remain at home.	
4. Please list any existing documents which have been used to inform this Equality and Diversity Impact Assessment.	<p>1. The Improvement Service-ELECTED MEMBER BRIEFING NOTE No. 6 Using the equality duties to support fair financial decisions.</p> <p>2. Equality and Human Rights Commission Using the equality duties to make fair financial decisions A guide for decision-makers September 2010 ISBN 978 1 84206 312 5</p> <p>3. The Scottish Government has produced a range of publications detailing the fiscal impact of an aging population both nationally and locally and the importance of investing in early interventions to ensure older people have the best opportunity to remain at home for longer.</p>	
5. Has any consultation, involvement or research with protected characteristic communities informed this assessment? If yes please give details.	<p>The Council maintains information relating to Unmet Need, which identifies the pressures placed on the council and its partners to meet the needs of an increasing number of Older People and this is reviewed weekly by Multidisciplinary groups (Priority Allocation Meeting/Resource Allocation meeting). Protected characteristic groups are not part of these operational groups.</p> <p>Research was undertaken by the Celebrate Age Network which confirmed that older people wished to remain at home. This research informed the development of the Older People's Strategic Commissioning Statement. This policy will ensure that the maximum number of older people have an opportunity to remain at home by ensuring a more equitable distribution of resources.</p>	

<p>6. Please give details of council officer involvement in this assessment. (e.g. names of officers consulted, dates of meetings etc.)</p>	<p>Dave Berry Diane McCulloch Joyce Barclay</p>
<p>7. Is there a need to collect further evidence or to involve or consult protected characteristics communities on the impact of the proposed policy?</p> <p>(Example: if the impact on a community is not known what will you do to gather the information needed and when will you do this?)</p>	<p>No</p>

Part 2: Protected Characteristics

Which protected characteristics communities will be positively or negatively affected by this policy, procedure or strategy?

NB Please place an X in the box which best describes the "overall" impact. It is possible for an assessment to identify that a positive policy can have some negative impacts and visa versa. When this is the case please identify both positive and negative impacts in Part 3 of this form.

If the impact on a protected characteristic communities are not known please state how you will gather evidence of any potential negative impacts in box Part 1 section 7 above.

	Positively	Negatively	No Impact	Not Known
Race (including Ethnic Minority Communities)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender Reassignment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Religion or Belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
People with a disability	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Age*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lesbian, Gay and Bisexual	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Socio-economic	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Pregnancy & Maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Other (please state)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

****It should be noted that for a small number of older people, this policy will have a negative impact as the full cost of the desired care package will not be funded by the Council. The majority of older people requiring care at home will receive a positive impact.***

Part 3: Impacts/Monitoring

<p>1. Have any positive impacts been identified?</p> <p>(We must ensure at this stage that we are not achieving equality for one strand of equality at the expense of another)</p>	<p>The intention in adopting a financial guideline to the cost of care at home services provided by Dundee City Council is to ensure equity in decision making across Older People's Services when allocating resources therefore more service users will have access to services which enable them to remain at home.</p>
<p>2. Have any negative impacts been identified?</p> <p>(Based on direct knowledge, published research, community involvement, customer feedback etc. If unsure seek advice from your departmental Equality Champion.)</p>	<p>For individuals who wish to remain at home with an increased package of care and support, they or their families will be required to financially supplement any additional costs or provide support directly in another manner (e.g. carer support). Generally the costs of care for older people is less than that which could be provided within a care home setting and only those care packages which exceed this level would be subject to the policy change. In addition the contribution made by individuals would be less than if in a care home setting where the personal contribution would be much higher.</p> <p>The council has always set a maximum cost for care packages within its Direct Payment guidance (in that the costs of the care must not exceed that which can otherwise be arranged for by the Council). An inequity can be implied as the market costs of care for Older People (within Care Homes) is generally lower than that for Adults who would require a specialist residential placement. It is therefore the comparable costs which are not equitable rather than the policy implementation. The personal contributions between Adults and Older People are also not equitable as Older People are entitled to Free Personal Care and would therefore not be charged for these elements of their care which may be accounted for with Adults.</p>
<p>3. What action is proposed to overcome any negative impacts?</p> <p>(e.g. involving community groups in the development or delivery of the policy or practice, providing information in community languages etc. See Good Practice on DCC equalities web page)</p>	<p>Through setting the Council's maximum contribution to the cost of care and support packages at home at a value which reflects the higher cost of care home placements (nursing care) with an additional 15% allowance, service users would still be in a position to receive a very intensive care package thereby reducing the impact on their families and any personal financial contribution.</p>
<p>4. Is there a justification for continuing with this policy even if it cannot be amended or changed to end or reduce inequality without compromising its intended outcome?</p> <p>(If the policy that shows actual or potential unlawful discrimination you must stop and seek legal advice)</p>	<p>For some service users, this will cost less to the individual than a care home placement as the Free Personal Care element would still be applied. The package provided would follow an assessment of need, and the manner in which the support was arranged would be negotiated with the individual and their family to make best use of the resource available. The individual and family would be clear as to the resource available when making longer term decisions and this information will be available at an earlier stage in the decision making process.</p>

<p>5. Has a 'Full' Equality Impact Assessment been recommended?</p> <p>(If the policy is a major one or is likely to have a major impact on protected characteristics communities a Full Equality Impact Assessment may be required. Seek advice from your departmental Equality lead.)</p>	No.
<p>6. How will the policy be monitored?</p> <p>(How will you know it is doing what it is intended to do? e.g. data collection, customer survey etc.)</p>	The number of individuals likely to fall into this category is relatively small therefore the impact will be monitored through existing care management and review processes.

Part 4: Contact Information

Name of Department or Partnership	Social Work Department
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Type of Document	
Human Resource Policy	<input type="checkbox"/>
General Policy	<input type="checkbox"/>
Strategy/Service	<input type="checkbox"/>
Change Papers/Local Procedure	<input type="checkbox"/>
Guidelines and Protocols	<input type="checkbox"/>
Other	<input checked="" type="checkbox"/>

Manager Responsible	Author Responsible
Name: Diane McCulloch	Name: Dave Berry
Designation: Head of Community Care	Designation: Service Manager
Base: Social Work Department Claverhouse Office	Base: Dundee House
Telephone: 438302	Telephone: 433608
Email: diane.mcculloch@dundeecity.gov.uk	Email: dave.berry@dundeecity.gov.uk

Signature of author of the policy:	Dave Berry	Date: 10.01.14
Signature of Director/Head of Service:	Jennifer G Tocher	Date: 10.01.14
Name of Director:	Jennifer G Tocher	
Date of Next Policy Review:		