

**REPORT TO:** POLICY AND RESOURCES COMMITTEE – 12.02.2018  
**REPORT ON:** REVIEW OF HOME CARE SERVICES  
**REPORT BY:** CHIEF OFFICER –HEALTH AND SOCIAL CARE INTEGRATION  
**REPORT NO:** 50-2018

**1.0 PURPOSE OF REPORT**

The purpose of the report is to recommend a mixed contract solution for Social Care Workers. The proposed solution will provide additional social care support and maximise the use of resources within the service.

**2.0 RECOMMENDATIONS**

It is recommended that the Policy and Resources Committee:

- 2.1 Notes the previous, ongoing and planned engagement with the workforce and their trade union representatives as detailed in Appendix 1.
- 2.2 Notes the Option Appraisal carried out as appended at Appendix 1.
- 2.3 Notes the decision by the Integration Joint Board to recommend Option 4.
- 2.4 Agrees to implement Option 4 as the recommended option which provides additional hours, increases service user contact time/productivity from 45% to 69% of total available hours, targets resources, minimises disruption for service users and provides the best range of contractual opportunities for the current workforce (as described in Paragraph 4.3.4).
- 2.5 Instructs the Chief Officer, Health and Social Care Integration, and the Head of Human Resources and Business Support, to continue formal consultation with the affected workforce and their trade union representatives with a view to agreeing to implement the proposal as detailed in Paragraph 4.3.5.
- 2.6 Delegates authority to the Chief Officer, Health and Social Care Integration to implement the changes.

**3.0 FINANCIAL IMPLICATIONS**

The proposed changes will release resources from the current in-house service delivery model of approximately £1.2m, providing a contribution to efficiency savings and to support increased social care capacity to meet demographic demand.

**4.0 MAIN TEXT**

**4.1 Background**

- 4.1.1 Demographic and economic challenges have led to an exponential rise in demand for care at home and has had a direct impact on the availability and delivery of social care services. This challenge is replicated across Scotland with Health and Social Care Partnerships tasked to ensure that they maintain the ability to support more people to remain at home, to ensure people are discharged timeously from hospital and to meet the needs of people with complex needs who require higher levels of support. Local information has identified that over the last six years there has been an increase in the number of service users who receive more than 10 hours of support per week (23% of delivered hours in 2010 rising to 33% in 2016) and in the number of service users who required two members of staff in attendance (double ups) in order to deliver their support tasks. Internal services are generally more targeted at those service users

requiring higher packages of support or more complex care. As a result, the number and percentage of service user receiving less than two hours care per week has significantly reduced (900 services users/41% in 2010 reducing to 430 service users/23% in 2016).

- 4.1.2 As more older people with complex needs remain at home for longer, there will be a requirement to consider how the services continue to develop. This will require a skilled, flexible and supported workforce. The Dundee Health and Social Care Partnership is currently developing an integrated approach across social care and community nursing (Enhanced Community Support). This approach will facilitate the development of integrated roles, with a multidisciplinary approach to assessing and delivering care. A further development of this approach will see the testing of an Enhanced Community Support (Acute) model over the next 6 months. In parallel there will be a refocussing of the approach to hospital discharge and of enablement/rehabilitative services to support a model of early intervention.
- 4.1.3 In the last financial year an additional £1,000,000 was invested into temporary social care provision (externally commissioned services) within Dundee. This recognised and responded to the demand at this time. Despite this investment, demand for services continue to outstrip availability and there has been a shift in service delivery models in order to support pressures around hospital discharge and crisis care. There is therefore a requirement to develop services that will consider how best to address the increase in demand, provide sustainable services and meet contemporary thinking around service provision.

## **4.2 Review of Home Care Services**

- 4.2.1 An analysis of the current internal social care/enablement services identified that the historical patterns of work were inefficient and did not provide a level seven day service provision. This resulted in periods of the day where staff were underutilised and did not allow the flexibility to support a changing model of service. A range of rota options were presented and then later co-designed with staff, this included a split shift pattern as a way of minimising the service inefficiencies and maximising the level of staff/service user contact time. The consultation with staff identified that there were concerns regarding the split shift nature of the service and the proposed start time of 7am (staff previously commenced at 7.30am).
- 4.2.2 Through discussion, agreement was reached to pilot the new rota arrangements with teams of volunteers. The pilot showed that the majority of staff undertaking the new rota changes were in favour of the work pattern and there was a willingness to move to this as a permanent rota change. Of those staff volunteering, only one member of staff opted out of this approach following the commencement of the pilot. Regular meetings were held during the pilot with both staff and trade unions representatives. This resulted in a change to the rota pattern with a reduction in the number of days worked continuously, providing more rest time. In total 76 staff participated. Staff undertaking the pilot continue to work the split rota pattern with a 7am start.
- 4.2.3 Prior to the commencement of the pilot, advice was sought from occupational health services as to any particular considerations which should be given prior to implementing split shifts. The advice provided by PAM was that there was no conclusive research which identified a negative impact on health as a result of doing split shifts. Following discussions with the Trade Union representatives, it was agreed that a generic input, which looked at ways to support good health when undertaking shifts, could be offered to the staff taking part in the pilot. There were no uptakes for this input.
- 4.2.4 The pilot was under taken in a range of geographical areas in Dundee. Service users receiving the support through the pilot teams raised no concerns relating to the change. In addition the following benefits were realised:
- More older people received support.
  - Service users requiring routine personal care on waking were provided with this at 7am rather than later in the morning.
  - There was more continuity of care with service users generally receiving the same carer throughout the day.
  - This continuity allows for better monitoring of needs and quicker identification of change or deterioration.
- 4.2.5 While the pilot demonstrated improvements to the efficiency of the service, the level of efficiency was not as high as originally anticipated. This can be attributed to the following reasons:

- The volunteer nature of the pilot restricted the ability to test teams aligned to an area (enablement and mainstream home care).
- The teams volunteering included geographical areas where there is a diminishing requirement for services and there continued to be a level of downtime (underutilised hours).
- The timing of service user's service delivery was not changed prior to the commencement of the pilot. It therefore took time to allocate services to the earlier start time and during the additional hours, and to realign duties to maximise staff/service user contact time.
- The contractual hours of staff were not reduced to match the most productive rota pattern. This would require staff to reduce their working pattern from 30 hours to 25 hours. As staff continued to work 30 hours this maintained the position of between three to five hours unused hours for each member of staff per week.

4.2.6 Included within the roll out of the review will be a move to walking teams and driving teams, with a redistribution of staff. To confirm the required level of workforce, a virtual exercise was undertaken by the managers of the service to redraw the geographical boundaries of the teams to align to the eight Dundee Health and Social Care Partnership localities and to place current service users into the new rota patterns. The proposed realignment of the teams would result in a reduction in the number of teams and a reduction in travel time between duties.

4.2.7 If implemented, both the proposed option and the wider review, as detailed above, would reduce the number of front line and supervisory/management staff required to deliver the service. Section 8 in Appendix A, details the number of social care workers required for each option, with Option 4 proposing a reduction of 32 social care workers. It is anticipated that there will also be a reduction in Organisers (2) and Team Managers (1). In 2017, staff consultation indicated that this reduction could be met through Voluntary Early Retirement/Voluntary Redundancy and through redeployment to vacancies.

4.2.8 To progress the home care review will require a roll out of a revised working pattern across the whole workforce with an amendment to the contractual arrangements for the staff (contractual hours/split shifts).

### 4.3 Option Appraisal

4.3.1 An option appraisal of the current service was undertaken to determine whether or not other options should be explored. The option appraisal assessed each option against the following criteria.

- Minimises disruption to service users
- Improved quality of service delivery for service users
- Cost effectiveness against current budget
- Provides additional hours of service
- Increased capacity for future demand
- Flexibility to develop future integrated and targeted services
- Minimises impact on staff contracts/maintains range of contractual opportunities.

4.3.2 Five options were considered as part of the appraisal. The rota piloted was not considered in its current form because of the continued inefficiencies, however an amended version was produced which followed the principles, offered an opportunity to maintain contractual hours but reduced the working day. The five options considered were:

#### **Option 1: Maintain the Status Quo**

Continue to provide the service as delivered currently.

#### **Option 2: All staff be retained on 25 hour contracts, double-shift work pattern**

Through the improved efficiencies that the new work pattern can realise, this Option would see an overall increase in the level of staff/service user contact time by up to 1000 hours per week including travel time, with an increase in productivity from 45% to 70% of the total available hours. There would be an overall reduction in the number of Social Care Workers required to deliver the on-going service commitments by 27 staff. All staff would be engaged on a 25 hour contract working two double shifts followed by a single shift. Staff working an early shift would

commence at 7am increasing the number of service users who could be supported. Teams would be made up of seven staff working over a seven week period with all staff having an equal distribution of days worked and days off. Within the number of staff retained there will need to be a percentage of staff required to cover absences, etc.

**Option 3: All staff be retained on 23 hour contracts, single shift**

Through the improved efficiencies that the new work pattern can realise, this Option would see an overall increase in the level of staff/service user contact time by up to 752 hours per week including travel time, with an increase in productivity from 45% to 61% of the total available hours. Staff would be engaged on an alternative rotating pattern based on teams of five working across a five week rotating cycle. All staff would be retained on single shifts only. Staff working an early shift would commence at 7am increasing the number of service users who could be supported. As there would be a reduction in the overall contracted hours then an additional 18 staff would be required to fulfil current commitments. All staff would have an equal distribution of work and days off through their rotating period. Within the number of staff retained there will need to be a percentage of staff required to cover absences, etc.

**Option 4: A mixed contract solution with staff retained on 30 hour, double shift contracts (7am start) or 25 hour double shift contract (with an option of a 7.30 am start) or 23 hour, single shifts (7am start).**

Through the improved efficiencies that the new work pattern can realise, this Option would see an overall increase in the level of staff/service user contact time by up to 1,320 hours per week including travel time, with an increase in productivity from 45% to 69% of the total available hours. There would be an overall reduction in the number of Social Care Workers required to deliver the on-going service commitments by 32 staff. This option implements a mixed contract solution based on a % of staff retained on 30 hour, split-shift contracts with a 7:00am start time; a % on 25 hour split-shift contracts with an option of a 7:30am start time, and a % on 23 hour, single shift contracts with a 7:00am start time. The 30 hour contracts include the banking of up to 5 hours per week that will be aggregated and used periodically throughout the year to offset absences.

**Option 5: Shift the balance of care provision from the current allocation of contracted hours across in-house/external provision from a position of 47% in-house, 53% external providers to 30% in-house and 70% external.**

Presently the overall budget for the provision of social care is split almost equally between internal services and the commissioned external providers, however the inefficiencies in the internal service results in a lower level of service provision than contracted hours. This option will require a further externalisation of in-house services and would provide a potential to increase commissioned hours per week to match current provision, with an option to increase further through released budget resources. For the services remaining in house, depending on the workforce makeup, staff will be required to move to a new working pattern as described in Option 4. There would be an overall reduction in the number of Social Care Workers required to deliver the on-going service commitments by 102 staff.

4.3.3 When assessed against the criteria as detailed in the table below, the following were identified:

- Option 5 provides the best opportunity to improve capacity and reduce cost. This option could potentially destabilise the market in the short term and would require consideration of the commissioning framework to be used in the future.
- Option 4 retains an in-house provision, with the maximum level of in-house service provision and a range of contractual options for staff. It provides an opportunity for further targeting of services and remodelling in line with localities and integrated services.

Assessment Criteria	Option 1	Option 2	Option 3	Option 4	Option 5
Minimum disruption to service users	x	x	x	x	
Improved quality of service delivery for service users		x	x	x	
Cost effectiveness against current budget		x	x	x	x
Provides additional hours		x	x	x	x
Increased capacity for future demand					x
Flexibility to develop future integrated and targeted services		x	x	x	
Minimises impact on staff/maintains range of contractual opportunities	x			x	

- 4.3.4 Taking into account the above criteria and analysis, the recommended option is Option 4. Option 4 provides the greatest increase in support to services users while still retaining an in-house service. In addition, this Option, alongside the wider review, will support a more targeted and flexible workforce which will enable us to schedule activity at times of greatest need and facilitate the future remodeling of more integrated services.
- 4.3.5 Dundee Health and Social Care Integration Joint Board considered the Option Appraisal at the Board meeting held on the 24<sup>th</sup> January 2018. The decision of the Board was that Option 4 was the recommended option which provides additional hours, targets resources, minimises disruption for service users and provides the best range of contractual options for the current workforce.
- 4.3.6 It is therefore proposed that the Chief Officer, Health and Social Care in conjunction with the Head of Human Resources and Business Support, continue formal consultation with the affected workforce and their trade union representatives with a view to agreeing the required reductions in contracted hours, where applicable, the change to hours of work and the extension of the use of split shifts. Should no agreement be reached it would be necessary for the Chief Officer, Health and Social Care to take appropriate steps to implement the changes. It is further proposed that delegated authority be provided to the Chief Officer to progress the required changes.

## 5.0 POLICY IMPLICATIONS

This report has been subject to an assessment of any impacts on Equality and Diversity, Fairness and Poverty, Environment and Corporate Risk. A copy of the Impact Assessment is available on the Council's website at [www.dundee.gov.uk/ia](http://www.dundee.gov.uk/ia).

## **6.0 CONSULTATIONS**

The Council Management Team were consulted in the preparation of this report.

## **7.0 BACKGROUND PAPERS**

None.

DAVID LYNCH, CHIEF OFFICER, HEALTH AND SOCIAL CARE INTREGRATION DATE: 30.01.18

## OPTION APPRAISAL – REVIEW OF HOME CARE SERVICES (SOCIAL CARE SUPPORT)

### 1.0 STRATEGIC CONTEXT

The demographic and economic challenges facing the Dundee Health and Social Care Partnership (DHSCP) has led to an exponential rise in demand for care at home over the past few years and has consequently had a direct impact on the availability and delivery of social care services. The ability to provide the capacity to meet demand for social care services continues to challenge the DHSCP. An additional £1,000,000 has been invested into social care provision through externally commissioned services. Despite this investment, demand for services continues to outstrip availability and there has been a need to revise service delivery models to support pressures around hospital discharge and crisis care.

In addition, policy initiatives set by the Scottish Government put in place an expectation for future services that will: (i) consider how best to address the increase in demand; (ii) provide services that will be financially sustainable in the future, and (iii) meet contemporary thinking around service provision.

### 2.0 THE NEED FOR AND OBJECTIVES OF THE OPTIONS APPRAISAL

The ageing population is the predominant issue faced by the health and social care sector today. The increased numbers of people reaching their later years and the corresponding demand for support services are now beginning to impact on the organisation's abilities to meet obligations and fulfil policy objectives. The shift in the balance of care to move away from institutionalised settings, has resulted in more people being supported in the community than at any other point in time. Whilst this continues to remain an overarching objective, without further increases in available resources there will be difficulties in sustaining the move to support more people to remain in the community for longer.

The prevalence of people living longer with complex or multiple health conditions requires a flexible approach and in some instances a more substantial level of support. This increasing focus will become central as to how we determine and plan future service commitments. Consequently, strategies require to be developed that address not only today's presenting challenges but also establish the infrastructure that will support the future increases and demands within the available financial resources.

Whilst we continue to develop our future service provision with a focus on prevention, evidence suggests that statutory services continue to support those who have high-end, complex care needs. This shift is demonstrated in Figure 1 below. In 2010, 41% of service users received 2 hours or less, in 2016 this had reduced to just over 20%. Conversely, those service users in receipt of care in excess of 10 hours has risen by over 10% in the same time frame.

Hours taken	Number / %	2010	2011	2012	2013	2014	2015	2016
2 hours or less per week	No. of Clients	900	860	660	650	600	580	430
	% of total	41%	40%	35%	37%	32%	31%	23%
Between 2 and 4 hours per week	No. of Clients	360	330	300	190	250	240	250
	% of total	16%	16%	16%	11%	14%	13%	13%
Between 4 and 10 hours per week	No. of Clients	450	440	390	400	430	500	570
	% of total	20%	20%	21%	23%	23%	27%	31%
Greater than 10 hours per week	No. of Clients	500	520	530	510	580	540	620
	% of total	23%	24%	28%	29%	31%	29%	33%
<b>Total clients</b>		<b>2,210</b>	<b>2,150</b>	<b>1,880</b>	<b>1,750</b>	<b>1,860</b>	<b>1,860</b>	<b>1,870</b>

Figure 1 – Source: Home Care Census up to 2012, Social Care Survey from 2013

Across the partnership we are currently developing an integrated approach to social care and community nursing (Enhanced Community Support). This approach will support the development of integrated roles, with a multidisciplinary approach to assessing and delivering care. A further development of this approach will see the testing of an Enhanced Community Support (Acute) model over the next 6 months. In parallel we will be redesigning hospital discharge services and enablement/rehabilitative services to support a model of early intervention. Our benchmarking with neighbouring authorities shows that, in general, discharge and enablement services have remained within partnerships. However, to continue to develop models that will best support the increasing demand in the future, DHSCP needs to obtain best value from the resources currently available.

Presently, the current budget allocation of approximately £13m for the provision of social care services across the City, is equally split between the DHSCP managed in-house services (47%) and the commissioned external providers (53%). When equating this to hours, the budget allocation allows us to purchase 7,500 hours in-house service with 8,600 hours externally commissioned services, a total of 16,100 hours per week. For in-house services this equates to the contracted hours for staff which differs from the level of actual staff/service user contact time and travel time, for external services this figure relates to actual staff/service user contact time and travel time. The actual total number of delivered hours is more akin to 13,700 hours including travel time (internal 4,680 hours/external 8,500 hours). Whilst elements of this difference between the financial allocation and the delivered hours of service can be attributed to differences in employee costs and infrastructure, it is also linked to the different deployment patterns of staff.

A review of the current in-house services identified that the historical patterns of work do not provide a level seven day service provision and have in-built periods of time that are under-utilised. In addition, taking into account staff leave etc. this historical work pattern has resulted in a low level of staff/service user contact time within the in-house service when compared with the potential level of contact time available. In summary, the current working patterns are no longer fit for purpose and we are required to maximise the level of services we have available to meet the future needs of service users.



The aim of the Home Care Review was to identify a model of service which provided a more flexible model of support and which maximised the available level of service provision for service users. As a result a pilot was undertaken which introduced a revised rota pattern. Whilst this pattern did not release the full potential of the service it went some way to testing the assumptions aligned to the test of change. This option appraisal included a wider exploration of service models which further maximise the level of service.

The aim of the option appraisal was to:

- Consider the associated risks within the changes for service users and the quality of service.
- Consider both the impact on service capacity and the cost effectiveness from both revised working patterns and further externalisation of services.
- Consider the potential for ongoing change to meet future demand and the ability to develop integrated models of service.
- Consider the impact of change on the workforce.

### **3.0 WORKFORCE**

The current working arrangements are not aligned to present-day demands. The existing contractual commitments operate on a 30, 24 or 18 hour weekly contract, based on a six hour working day. Over the course of the work pattern, staff work a number of early shifts and a number of late shifts. Whilst these arrangements have been acceptable in the past, when the service user requirements were less demanding or complex, today they no longer reflect the service expectation and/or the variation in demand that the service is experiencing. With the current requirement to provide support to individuals who require multiple visits throughout the day, there is now a need to have resources available at critical times and with equal provision over seven days per week.

At October 2017, the in-house service provided by the DHSCP employed 277 Social Care Workers (SCWs) to deliver 4500 hours of care/support to 1199 service users each week. Over 65% of the SCWs are retained on 30 hour contracts with the remainder on a mix of 24 hour contracts and 18 hour contracts.

The service effectively splits into two sections with one section providing the enablement and support service and the other section providing the long-term, care-at-home support. Services are structured around geographical areas and are managed on a day-to-day basis by Social Care Organisers (SCOs). Each of the SCOs are line managed by a Team Manager. These arrangements, again, have been in place for some time. Within the wider Home Care Review a move to separate walking teams and driving teams, along with a redistribution of staff to realigned patches is proposed. To determine the future level of workforce required, an exercise was undertaken by the managers of the service to redraw the geographical boundaries of the teams to align to the DHSCP localities.

A range of rota options were presented to the workforce and then later co-designed with staff. This included a split shift work pattern<sup>1</sup> rotating over the seven days in the week. This provides the opportunity to maximise the available social care hours to increase the level of direct service user contact. Following discussion with SCWs an agreement was reached to pilot the proposed rota arrangements with teams of volunteers; this has been in place over the past year. Attached at Appendix A is a detailed account of the revised rota patterns. The general consensus on the revisions has been positive and these options are now demonstrating a level of improvement to the efficiency of the service. Despite the acceptance of the new rota pattern, by those involved in the pilot, there remains a core group of staff who previously indicated their opposition to the split shift pattern. It still remains, however, that by further rolling out the changed working

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<sup>1</sup> Work pattern is the rotating nature of work that SCWs undertake in a given period

patterns there are opportunities to improve the management of the underutilised hours and further increase contact time with service users.

To progress the home care review it will require DHSCP to roll out the revised working pattern across the entire workforce. The pilot involved staff working 30 hours over a 3 day split shift pattern starting at 7am. We are aware that the main concerns for staff included a move to a 7am start and the split shift pattern, this paper therefore explores a range options which addresses these concerns.

#### **4.0 EXTERNALISED/COMMISSIONED SERVICES**

##### Dundee

Dundee continues to offer block contracted hours to commission care at home services from external providers. We agree individual rates with providers and providers submit their costs for travel time/mileage as part of this process.

As previously stated, the current budget allocation for the provision of social care services across the City is approximately equally split between DHSCP in-house services and the commissioned external providers (See Section 2 of this report). At the time of the option appraisal this equated to 8,600 hours of externally commissioned and tendered services within the block contracts.

It should be noted that, as a result of additional resources the externally commissioned services are currently providing 9,700 hours of service through temporary contractual arrangement.

Providers offer a range of contracts. Most offer minimum guaranteed hours of 24-35 hours per week. Some still operate zero hour contracts but generally refer to these as flexible contracts. Crossroads did consult with its staff with a view to offering guaranteed hours contracts but staff rejected this and stated they preferred the flexibility of working zero hours. The majority of Dundee's external providers only employ individuals on a split shift pattern, which maximises contact time with service users and decreases downtime.

At the time of writing this report, two of the current providers are working below their contracted block hours. Blackwood are working to stabilise the infrastructure following the service issues they started to experience towards the end of last year. Crossroads experienced recruitment issues across both frontline and office staff.

Red Cross recently attended a partnership Recruitment Fayre at the Marryat Hall and received 85 applications. However, in terms of the people that have been shortlisted for interview, most are with another homecare provider and have applied to Red Cross as they offer slightly better terms and conditions.

Recruitment is an emerging concern in the care at home sector. It has been evident for some time that there are now issues within Dundee and the number of those applying for jobs within the care sector has decreased. The providers believe that while the introduction of the living wage is a positive step forward for individuals living and working in Dundee, it has had a detrimental effect on recruitment and retention in the care sector. The awareness of comparable rates of pay has resulted in staff leaving social care employment because they can get the same rate of pay working in retail, or jobs where they do not have the responsibility of supporting individuals with complex needs. It has also been suggested that care related roles are often highly stressful and demanding and workers are choosing to work in roles where this is significantly decreased (again such as retail sector).

We are aware that the development of the city as a tourist attraction will bring more hospitality services and are likely to be a draw for staff working at the margins of the service. The move to

ensure a living wage contract will help stabilise the sector but is unlikely to address the emerging recruitment issues currently experienced across all providers.

From October 2017, staff employed in care at home services will be required to register with the Scottish Social Services Council and this may present another barrier for people considering working in the sector. We are in discussion with Scottish Care to develop a partnership approach to attract more people to a career in care.

Information received from neighbouring authorities/providers has provided the following information.

**Angus Care at Home Service** has a service provision of 16% in-house service and 84% external provision. They are focused on their Enablement Service and Social Care Response. Incorporated in their work patterns are split shifts and single shifts.

Angus are currently operating a framework agreement for external services and this includes a partnership with the majority of the block providers who operate in Dundee. Providers are advising that there are issues within Angus as providers do not have the infrastructure to be able to pick up care packages, due to recruitment and retention issues. Angus Health & Social Care Partnership were about to retender contracts for external providers so these contracts may look different in the future.

**Perth Care at Home Service** has a split provision of 9% in house service and 91% externalised. Perth's main focus is on their Rapid Response service which is a service that enables the person to return home from hospital and remains in place for up to 72 hours. Their work patterns include split shifts. They are advising that they are experiencing major challenges across the home care sector. Perth are currently experiencing issues with sourcing care packages for individuals and were only able to support those in critical need.

The providers within Perth and Kinross area advise that they are operating within a framework agreement and are having to decline the request for care packages across the area due to lack of availability and recruitment issues.

**Fife Care at Home Service** has a 50-50% split between in-house and external commissioned services. They have introduced a split shift rota to their Enablement Teams and the rest of their workforce have an unpaid break in their downtime. Their in-house service focuses on services to their 'Critical' service user group only.

The providers within Fife operate over a framework agreement. This poses problems relating to providers picking up care packages and providers have handed back work due to a collapse in their infrastructure caused by sickness and recruitment and retention. Fife has significant challenges relating to the framework only agreement and are only supporting critical service users.

The review considered the option to further externalise the service. Whilst the cost will significantly reduce, allowing for either an increased saving and/or investment, there are risks associated with this move which include:

- Destabilisation of the market during a period of change
- Further recruitment difficulties as the Local Authority is considered to be a better employer
- Increase in costs by providers as Local Authorities are no longer major provider
- Lack of control over quality
- Difficulty in supporting frailer more complex service users.

## 5.0 DESCRIPTION OF OPTIONS

The aim of the option appraisal was to:

- Consider the associated risks within the changes for service users and the quality of service.
- Consider both the impact on service capacity and the cost effectiveness from both revised working patterns and further externalisation of services.
- Consider the potential for ongoing change to meet future demand and the ability to develop integrated models of service.
- Consider the impact on the workforce.

The following options were therefore developed and considered:

### **Option 1: Maintain the Status Quo**

Continue to provide the services as delivered currently.

### **Option 2: All staff be retained on 25 hour contracts, split-shift work pattern**

Through the improved efficiencies that the new work pattern can realise, this Option would see an overall increase in the level of staff/service user contact time by up to 1000 hours per week including travel time, with an increase in productivity from 45% to 70% of total available hours. There would be an overall reduction in the number of Social Care Workers required to deliver the on-going service commitments by 27 staff. All staff would be engaged on a 25 hour contract working two double shifts followed by a single shift. Staff working an early shift would commence at 7am increasing the number of service users who could be supported. Teams would be made up of seven staff working over a seven week period with all staff having an equal distribution of days worked and days off. Within the number of staff retained there will need to be a percentage of staff required to cover absences, etc.

### **Option 3: All staff be retained on 23 hour contracts, single shift**

Through the improved efficiencies that the new work pattern can realise, this Option would see an overall increase in the level of staff/service user contact time by up to 752 hours per week including travel time, with an increase in productivity from 45% to 61% of total available hours. Staff would be engaged on an alternative rotating pattern based on teams of five working across a five week rotating cycle. All staff would be retained on single shifts only. Staff working an early shift would commence at 7am increasing the number of service users who could be supported. As there would be a reduction in the overall contracted hours then an additional 18 staff would be required to fulfil current commitments. All staff would have an equal distribution of work and days off through their rotating period. Within the number of staff retained there will need to be a percentage of staff required to cover absences, etc.

### **Option 4: A mixed contract solution with staff retained on 30 hour, double shift contracts (7am start) or 25 hour double shift contract (with an option of 7.30 am start) or 23 hour, single shifts (7am start).**

Through the improved efficiencies that the new work pattern can realise, this Option would see an overall increase in the level of staff/service user contact time by up to 1,320 hours per week including travel time, with an increase in productivity from 45% to 69% of total available hours. There would be an overall reduction in the number of Social Care Workers required to deliver the on-going service commitments by 32 staff. This option implements a mixed contract solution based on a % of staff retained on 30 hour, split-shift contracts with a 7:00am start time; a % on 25 hour split-shift contracts with an option of a 7:30am start time, and a % on 23 hour, single shift contracts with a 7:00am start time. The 30 hour contracts include the banking of up to 5

hours per week that will be aggregated and used periodically throughout the year to offset absences.

**Option 5: Shift the balance of care provision from the current allocation of contracted hours across in-house/external provision from a position of 47% in-house, 53% external providers to 30% in-house and 70% external.**

Presently the overall budget for the provision of social care is split almost equally between internal services and the commissioned external providers, however the inefficiencies in the internal service results in a lower level of service provision than contracted hours. This option will require a further externalisation of in-house services and would provide a potential to increase commissioned hours per week to match current provision, with an option to increase further through released budget resources. For the services remaining in house, depending on the workforce makeup, staff will be required to move to a new working pattern as described in Option 4. There would be an overall reduction in the number of Social Care Workers required to deliver the on-going service commitments by 102 staff.

## **6.0 OPTION APPRAISAL**

The following analysis provides the pros and cons of the proposed options.

### **Option 1: Maintain the Status Quo.**

#### **Pros:**

1. No change position.
2. No disruption to service users who retain their current service teams.
3. Service users will not be required to move service provider.
4. No disruption to staff group.
5. Retaining service in-house facilitates greater control of the quality of service delivery.

#### **Cons:**

1. Limited capacity to increase support for people with complex needs (7 day service) as service capacity reduces at weekends.
2. Traditional delivery model is not cost effective.
3. Current work patterns do not provide a consistent level of cover required through the day/week with a high level of underutilised time.
4. The service is planned and delivered on a traditional service model making it inflexible and unable to support new integrated models.
5. Teams are currently made up of a variety of contractual arrangements which provides challenges in scheduling and running a consistent service.
6. No financial resources released and therefore unable to contribute to savings or reinvest to grow service capacity.

### **Option 2: All staff be retained on 25 hour contracts, double-shift work pattern**

#### **Pros:**

1. Service users will not be required to move service provider.
2. Teams have ability to be constructed in such a way that would ensure a high degree of service continuity for service users and creation of relationships and individual centered care.
3. Retaining service in-house facilitates greater control of the quality of service delivery.
4. The compressed hours, combined with significant rest periods would be attractive to some staff.
5. Most cost effective means of providing support as a result of built in flexibility and reduction of unnecessary hours.

6. Staff would all be engaged on consistent working patterns and arrangements which would make it more effective and efficient to organise and schedule work.
7. Would support the potential for integrated health and social care initiatives supporting people to remain at home.
8. Potential to contribute towards savings or reinvest in growing capacity

**Cons:**

1. Will require some service users to adjust service times or change in workers.
2. Will require a change to terms and conditions for staff.
3. All staff on 30 hour contracts presently would see a reduction of 5 hours per week; staff on 24 hour contracts would increase by 1 hour with a resultant change for a large number of staff.
4. For those staff potentially dropping contract hours, consideration to a preservation or contract buy-out would need to be given.
5. All staff will be required to work a double shift which is contentious to some parts of the current staff group.

**Option 3: All staff be retained on 23 hour contracts, single shift**

**Pros:**

1. Service users will not be required to move service provider.
2. Teams have ability to be constructed in such a way that would ensure a high degree of service continuity for service users and creation of relationships and individual centred care.
3. Retaining service in-house facilitates greater control of the quality of service delivery.
4. Single shift contracts are potentially more acceptable to some parts of the current staff group.
5. More cost effective means of providing support as a result of built in flexibility and reduction of unnecessary hours than current model.
6. Staff would all be engaged on consistent working patterns and arrangements which would make it more effective and efficient to organise and schedule work.
7. Would support the potential for integrated health and social care initiatives supporting people to remain at home.
8. Potential to contribute towards savings or reinvest in growing capacity.

**Cons:**

1. Will require some service users to adjust service times or change in workers.
2. Will require a change to terms and conditions for staff.
3. All staff on 30 hour contracts presently would see a reduction of 7 hours per week; staff on 24 hour contracts would decrease by 1 hour.
4. For those staff potentially dropping contract hours, consideration to a preservation or contract buy-out would be required.

**Option 4: A mixed contract solution with staff retained on 30 hour, double shift contracts (7am start) or 25 hour double shift contract (with an option of 7.30 am start) or 23 hour, single shifts (7am start).**

**Pros:**

1. Service users will not be required to move service provider.
2. Teams have ability to be constructed in such a way that would ensure a high degree of service continuity for service users and creation of relationships and individual centred care.
3. Retaining service in-house facilitates greater control of the quality of service delivery.
4. Retains staff on the contractual hours that they are on currently.
5. Scope to utilise the “unused” hours inherent in the current arrangements in such a way that all absences would be covered.

6. More cost effective means of providing support as a result of built in flexibility and reduction of unnecessary hours than current model.
7. Staff would all be engaged on consistent working patterns and arrangements which would make it more effective and efficient to organise and schedule work.
8. Would support the potential for integrated health and social care initiatives supporting people to remain at home.
9. Potential to contribute towards savings or reinvest in growing capacity

**Cons:**

1. Will require some service users to move to a new time for service or change in workers.
2. Will require a change to terms and conditions for staff.
3. Will require 30 and 23 hour staff to work double shifts which remain contentious to some parts of the current staff group.
4. High level of management involvement to manage the unused hours to ensure that there is a fair and equitable distribution of work across the team.

**Option 5: Shift the balance of care provision from the current budgetary position of 47% in-house, 53% external providers to 30% in-house and 70% external**

**Pros:**

1. Retains a level of service provision in-house to facilitate remodeling of service provision and targeted support.
2. Retaining a level of support in-house facilitates greater control of the quality of service delivery.
3. Potential to increase the number of hours provided week-on-week but at no additional cost and meet growing demands.
4. Reduction in overall infrastructure including management costs.
5. Supports further development of mixed economy.
6. Potential to contribute towards savings or reinvest in growing capacity.

**Cons:**

1. Will require a majority of service users receiving ongoing care to move to a new service provider.
2. Will require introduction of redundancy, Voluntary Early Retirement (VER), Voluntary Redundancy (VR) and/or Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) for high number of current staff workforce.
3. Reduction in flexibility and workforce able to adapt and work with new models of care and support as they develop.
4. Risk of vulnerability to market forces around provider's ability to recruit and retain, and therefore deliver on contracts.
5. Potential for increase in cost of external provision due to additional infrastructure costs for external providers which may be passed onto the HSCP through increased unit cost.

## **7.0 IMPACT ASSESSMENT**

The following table identifies the impact assessment against each option.

<b>Assessment Criteria</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>	<b>Option 4</b>	<b>Option 5</b>
Minimum disruption to service users	x	x	x	x	
Improved quality of service delivery for service users		x	x	x	
Cost effectiveness against current budget		x	x	x	x
Provides additional hours		x	x	x	x
Increased capacity for future demand					x
Flexibility to develop future integrated and targeted services		x	x	x	
Minimises impact on staff/maintains range of contractual opportunities	x			x	



## 8.0 FINANCIAL/SERVICE DELIVERY ANALYSIS

The following table provides a summary of the associated costs to continue an in-house provision as defined by the options detailed above and the hours of staff to service user contact time provided by each option:

Options	Analysis									
	Number of Staff	Established Number of Staff Contracted Hours (per Week)	Amount	Planned Care Hours Provided (per Week)	Travel Time (hours per week)	Total Hours that can be Delivered (per week) (iv) + (v)	Slippage at 20% of Established for a/l, sickness, etc. per week	Lost Hours inherent in contract per week against Established	Total staff to service user contact hours. (vi) - (viii)	% measure of productivity - staff to service user hours against contracted staff hours
	(i)	(ii)	(iii)	(iv)	(v)	(vi)	(vii)	(viii)	(ix)	(x)
Option 1: Status Quo	277	7500	£6,742,562	3500	1180	4680	1500	1320	3360	45
Option 2: To Meet Existing Commitments all staff be retained on 25 hour, double shift contracts.	250	6250	£5,105,750	3780	900	4680	1250	320	4360	70
Option 3: To Meet Existing Commitments all staff be retained on 23 hour, single shift contracts.	295	6785	£5,542,802	3780	900	4680	1357	568	4112	61
Option 4: To Meet Existing Commitments a mixed contract solution based on a % of staff retained on 30 hour, split-shift contracts, a % on 25 hour split-shift contracts, and a % on 23 hour, single shift contracts	245	6755	£5,518,295	3780	900	4680	1351	0	4680	69
Option 5: To meet Existing Commitments shift the balance of care provision from the current position of 50% inhouse, 50% external providers to 30% inhouse and 70% external	173	4500	£3,676,140	2520	604	3124	900	0	3124	69

## 9.0 Human Resource Issues

Options 2, 3 and 4 would each require the Chief Officer, Health and Social Care together with the Head of Human Resources and Business Support to continue formal consultation with the affected workforce and their trade union representatives with a view to agreeing the required reductions in contracted hours and the extension of the use of split shifts. Should no agreement be reached it would be necessary for the Chief Officer, Health and Social Care to take appropriate steps to implement the changes.

Should Option 5 be the preferred option, then consideration must be given as to how the staff numbers are reduced to effect the change. Three options are detailed below and all take into consideration the current social care market in Dundee, whereby it is noted that some providers are experiencing difficulties in recruiting sufficient numbers to fulfil obligations.

## **A – Transfer of Undertakings**

This option in effect moves employees and any liabilities associated with them from the old employer to the new employer by operation of law. In this scenario it would be a service provision change involving the service transfer from Dundee Health and Social Care Partnership to an external contractor. Under the terms of the legislation all employees have the legal right to transfer to the new employer on their existing terms and conditions of employment and with all their existing employment rights and liabilities intact. This all-embracing concept, however, may be renegotiated after one year provided that the overall contract is no less favourable to the employee. Collective agreements from the date of transfer won't apply if the new employer hasn't taken part in the process.

In all likelihood the Partnership will see an increase in the hourly rates that the external providers charge as they absorb the Transfer of Undertakings into their unit costs or until they can "harmonise" all the costs across their service.

## **B – Arm's – Length External Organisation**

This option would seek to set up and fund an arm's-length organisation that would be one step removed from council control; the Partnership would retain a degree of control or influence through a funding agreement. Potentially all the surplus staff could be moved into the "new" organisation. Through a reduction in overheads it may be possible to drive down the current unit cost to allow the arms-length organisation to compete in the market place. There is further scope to set up the organisation as a trading company which would allow it to secure other work through the competitive tendering process. This option would also allow the services to move away from conventional supports and establish a more bespoke service aligned to current service demands.

## **C – Redeployment of Staff/VER/Non Replacement of Posts**

This option would look at the internal relocation of staff and the opportunity to release staff from their posts through a voluntary early retirement package. There is scope at present to increase the number of staff with the Social Care Response Service to meet the increased demands that are placed upon that service. Equally, there may be scope to transfer some staff to other internal services. Finally, there is a number of VER requests that remain outstanding from December 2015 which could be actuated.

An early exercise undertaken last year, identified approximately 20 social care workers, one Team Manager and more than two Organisers who met the criteria for VER/VR. This position may have changed to increase the number who are now eligible.

## **10.0 OPTION ANALYSIS**

From the analysis of the options the following can be concluded:

- Option 5 provides the best opportunity to improve capacity and reduce cost. This option could potentially destabilise the market in the short term and would require consideration of the commissioning framework to be used in the future.
- Option 4 retains an in-house provision, with the maximum level of in-house service provision and a range of contractual options for staff. It provides an opportunity for further targeting of services and remodelling in line with localities and integrated services.

### Pilot of New Rotas

In 2015 a review of the current model of service delivery for care at home services commenced. The purpose of the review was to determine the future model of service delivery, to modernise the service and to maximise the use of resources.

The review collated information utilising the available systems and identified that the traditional rota patterns of staff, using predominantly staff employed to work 30 hours (5 days at 6 hours; 7.30am – 1.30pm and 4pm - 10pm), did not align with the demand periods for services, namely at 7am – 11am and 6pm – 10pm. As a result staff had periods of the day where there were fewer duties and the service was unable to meet demand at peak times. In addition, the rota pattern meant that there was an uneven distribution of staff across the week and the service was unable to provide an equal level of service across seven days. This variance and mismatch against demand periods, meant that the service was inefficient with only 40% of staff available time used to deliver care (including travel time).

New rota patterns were developed by the management team and included a range of hourly contracts and a proposed split shift working pattern. This rota was based on staff working 33 hours per week, with a 4 days off/ 4 days working pattern. Following meetings with the Trade Unions, six staff briefing sessions were held in August 2015 to present both the findings of the review and the proposed rota changes. While there was interest in the opportunity to have an increase in contractual hours, the majority of staff were opposed to the split shift. It was agreed to undertake 1-1 discussions with staff to determine their views. This process identified that there were staff willing to move to the new rotas but the majority remained opposed. Focus groups were held with staff to explore the options available and a new rota devised and proposed by staff was agreed. This retained a 30 hour contract with staff working a split shift and commencing at 7am. Trade union meetings were held with the workforce at which time a difference of views were perceived across the workforce with some staff willing to move to the new rota patterns and others still against this.

An agreement was reached to pilot the rota developed by staff on a volunteer basis. Six social care teams volunteered and the pilot commenced on the 21<sup>st</sup> November 2016. Other staff also volunteered but as there was not full agreement of the team we were unable to include them in the pilot. Of the teams volunteering, three members of staff asked to be moved to other areas and not participate. Regular meetings were held during a 14 week period with both staff and trade unions representatives. This resulted in a change to the rota pattern with a reduction in the number of days worked continuously. In total 77 staff participated with only one member of staff asking to leave the pilot after this commenced. At the end of the 14 week period a questionnaire was sent out to staff which showed that most staff were favourable to remaining on the piloted working pattern. The six teams continue to work the new rota pattern.

The pilot had mixed results with the key advantages of the change being the addition of support at critical times (morning and night) and an increase in service provision with an additional 36 service users supported. There was also an increase in hours of service provided to service users.

While the pilot demonstrated improvements to the efficiency of the service, the level of efficiency was not as high as originally anticipated. This can be attributed to the following reasons:

- The volunteer nature of the pilot meant restricted ability to test teams aligned to an area (enablement and mainstream home care).
- The teams volunteering included geographical areas where there is a diminishing requirement for services and there continued to be a level of downtime.
- The timing of service user's service delivery was not changed prior to the commencement of the pilot and it took time to allocate services to the earlier start time and during the additional hours.

- The contractual hours of staff were not reduced to match the ideal rota pattern over 3 days. This would require staff to reduce their working pattern to 25 hours from 30 hours. As staff continued to work 30 hours this maintained the position of between three to five hours inefficiencies for each member of staff per week.

Following the pilot an exercise was undertaken to further develop the efficiencies within the service and increase the available hours of support made available. This will include a move to walking teams and driving teams, with a redistribution of staff to realigned geographical patches. To confirm the future level of workforce required, a virtual exercise was undertaken by the managers of the service to redraw the geographical boundaries of the teams to align to the Dundee Health and Social Care Partnership localities and to consider the placement of service users in line with the proposed rota patterns. These changes would assist to reduce travel time and maximise the available service provision.