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**Meeting of the Executive Member for  
Housing and Adult Social Services and  
Advisory Panel** **8 September  
2008**

Report of the Assistant Director Adult Services

**IN HOUSE HOME CARE – REVISED DELIVERY MODEL**

**Purpose of Report**

1. The purpose of this report is to:
  - i. inform the Executive Member of the detailed proposals for achieving the required efficiencies and budget savings within the City Of York Home in-house home care services in the period 2008/11
  - ii. to outline the consultation and change management process that will be put in place before finalisation of the proposals
  - iii. to seek the Executive Member and Advisory panel views on those proposals as part of the consultation process

**Background**

2. The current structure of the CYC in-house home care service was established when the commissioning of home care across the city and across all sectors was comprehensively revised in 2006 to create:
  - Locality based long-term care service through contracted agency provision
  - Four in-house locality based Promoting Independence Teams
  - City wide specialist services providing:
    - for people with dementia
    - for people with high dependency needs
    - a Housing Support service (Home Support Team)

- the continuation of the Overnight home care provision.
3. Difficulties with establishing the model in the way it was designed were reported to members in July 2007. These highlighted that there had been problems fully establishing the required commissioned services across the city, particularly in the West of the city. It also highlighted that referrals to the in-house Promoting independence Teams had been less than envisaged and that CYC services were generally operating below the level of provision that had been originally planned and that operational inefficiencies were being identified.
  4. During the budget setting process for 2008-11 significant savings across all CYC in-house home care services were approved by Members as a major contribution towards the HASS savings required. The framework for achieving these efficiencies approved by Members was by:
    - Merging the four Promoting Independence Teams into one city wide service
    - Combining the EMI & High dependency teams into one service
    - Reducing the budget to the Home support service,
  5. Since the budget proposals were adopted a Project group has been considering detailed proposals for how these savings could be achieved. This Project has recently included staff representatives from Unison.
  6. The analysis of the current home care operations has revealed that the core issues that need resolving are:
    - The greater than anticipated need for long-term services from locality agencies and CYC services. In order to resolve this improvements in the organisation, training and provision of support to the Promoting Independence Team would enhance the potential for helping individuals achieve higher levels of independence and reductions in care packages. This in turn would reduce the pressure on the longer term services.
    - Improving the level of staff time spent in direct contact with customers. This was an issue raised during the initial re-commissioning of home care during 2006 and has not yet improved. Some of this is because much of the contracted staffing time is at times when there is little service demand. Some is due to travel time and working practices.

7. The Project Board has considered how these difficulties can be overcome within the framework for homecare restructure agreed through the budget setting process.

## **Options**

8. One clear set of proposals has been selected to put to consultation. Alternative approaches are likely to be suggested and considered through the consultation process. These options will be considered before the restructure of the service is finalised.
9. The proposals will entail making the following changes to the current structure (see structure charts in Appendix 2)
  - 9.1 The citywide PIT service would involve:
    - o a reduction of two Home Support managers and a number of Team Leader posts,
    - o retaining the same level of hours currently contracted from staff, with contract changes to provide cover when needed and to reduce non-contact time.
    - o inclusion of therapy support and dedicated review time to train staff and support individuals receiving PIT services,
    - o inclusion of a planning and coordination function for the PIT and complex care service that will take and allocate all referrals, manage customer flow and roster staff more efficiently.
    - o the use of specific Software to support the organisation of the efficient rostering of staff
  - 9.2 The combined E.M.I, High Dependency and the Night Team will be referred to as the Complex Care Team and will involve:
    - o a reduction of Team Leaders cover
    - o revision of staff job descriptions for the combined service;
  - 9.3 The Home Support Service will be managed within two localities and sit along side other Supporting People and Housing funded warden and sheltered accommodation services.
  - 9.4 Changes to the Extra care and Housing Support provision would include a combination of the care responsibility under one registered Home Support Manager.

## Analysis

10. The proposal has been formulated in this way because it is considered this will ensure the full range of contributory factors to the inefficiencies are addressed. The perceived benefits are:
  - o Single management for the home care services. This will ensure consistency and equity in provision
  - o Reduced management & improved coordination across the City
  - o Revisions to the staff contracts to 15, 20 & 25 hour contracts will provide continuity to the customers and be more able to cover “peak” customer demand hours as well as provide an enabling service, through carrying out tasks and exercises prescribed by the therapists.
  - o Moving the Home support to the locality extra care bases will mean that prevention and Supporting People services would be housed together
  - o Combining 4 extra care establishments within one registered care service achieves:
    - concentrated management time and consistency in provision and quality monitoring across the extra care and Supporting People services.
    - reduce management costs
    - provide greater co-operation between the 4 establishments managed by a single manager.
    - reduce the number of staff needing to access the buildings
  
11. There are other implications that will need careful consideration during the consultation:
  - Careful and detailed work with staff to minimise the implications of contract/rota changes and the financial implication of any pay protection
  - Revised arrangements for planning and coordination
  - The introduction of revised approaches to providing double staffing moving from automatic allocation to risk assessment based on individual and area risk assessment
  - The programme for consultation and coordination of the communications and delivery of the project may require project management and facilitation time for managers and staff representatives to be released.

## **Consultation**

12. The original budget proposals were subject to a wide public consultation. The proposals outlined above will be subject to extended consultation (timetable attached at Annex 1). This consultation has now commenced:
  - o Face to face sessions have been held with all staff with presentations on the proposals and opportunities for feedback
  - o Group consultation has taken place with staff in the roles that may be at risk
  - o A comprehensive information pack has been sent to staff.
13. The consultation will run to October initially with the proposals being finalised in November for implementation early in 2009.
14. The proposals are being made to ensure the savings are achieved without reducing service to customers. Where the service changes have any impact on customers there will be direct consultation.
15. There will also be consultation with partner and representative groups.

## **Implications**

- **Financial**

16. As reported elsewhere on this agenda the savings of £316k for 2008/09 have already been achieved.
17. In order to ensure the full year savings of £950k are released from April 2009 the work outlined above to refine & implement the proposals will need to be kept on track with appropriate project management.
18. Resources will need to be released from existing budgets to ensure the availability of the dedicated posts required to support the PIT service.

- **Legal**

19. There are no legal implications to the proposals

- **Human Resources (HR)**

20. The HR related implications to this proposal will be considered through consultation (timetable attached). This involves those staff potentially affected by these changes and will be conducted in accordance with City of York Council's change management procedures.

More specifically the staff groups most affected by the proposals will be:

### Home Support Managers

The proposal reduces the number by two and current staff may be at risk of redundancy.

### Team Leaders

The proposed reduction in Team Leaders may result in redundancies.

### P.I.T Home Care Workers

The proposal requires staff to vary their contracts of employment to meet the needs to the service, this will be carried out in line with CYC policy & procedure It must be noted that there is the potential for dismissals to occur should staff not agree to the new contractual terms.

### EMI & High Dependency staff Job descriptions

The proposed merger of EMI and High dependency would result in a revised job description for the two groups of staff, appropriate procedures will be followed.

### The creation of a Planning/Coordination role

This job description when finalised will need to be submitted to the Job Evaluation Team for a “proviso grade” subject to the final outcome of Job Evaluation.

- **Crime and Disorder** - no implications arising directly from this report.
- **Information Technology (IT)** – The purchase of the software for coordinating staff and customer activity has been undertaken with full involvement of the central IT section and in accordance with procurement policy.

- **Property Implications**

There are no property implications to this proposal.

- **Other**

There are no other implications

## **Corporate Priorities**

21. The Corporate priority that these proposals would support is:
- “improve the health and lifestyle of people who live in York, particularly any group whose level of health are poorest”

## **Risk Management**

22. The risks associated with the proposal are:
- Difficult industrial relations given the previous history of the 2006 home care restructure. This is being managed with a lengthy in depth consultation period.
  - Potential problems delivering savings if the HR outcomes involve high levels of pay protection and if all required working practice changes cannot be achieved. This will be managed with careful consideration of staff contractual hours and encouragement of staff to take up equivalent contracts in alternative parts of the service, with appropriate training.
  - Securing the capacity to ensure that the change management process can be achieved. This has been addressed with the provision of additional facilitation time for HR & Unison.
  - Any additional costs associated with the planning and coordination and the dedicated posts required within the PIT service. Existing resources will be utilised to make this provision.

## **Recommendations**

23. It is recommended that the Executive Member notes the proposals that are to go to consultation and that following further consultation and the initiation of the management of change process members are informed of the changes in the finalised home care structure.

### ***Reason:***

To achieve the required budget savings for 2008/09 and 2009/2010.

## Contact Details

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**Wards Affected:** List wards or tick box to indicate all

**For further information please contact the author of the report**

**Background Papers:** list any appropriate background papers

EMAP report August 2006 & July 2007 .

**Annex:**

Annex 1 Consultation timetable  
Annex 2 Revised Home Care structure