

NSW Local Government and Community Care

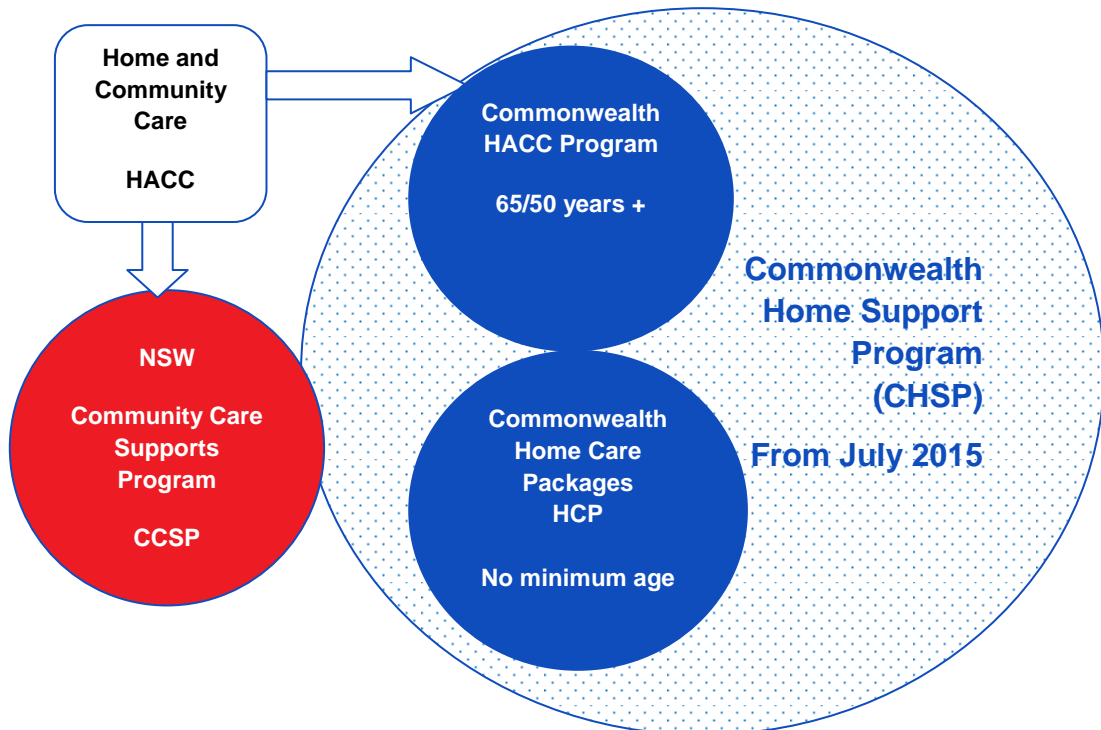
Summary

This document provides an overview of the current situation in the provision of care for older people and people with a disability in their own homes and the implications of this service delivery by councils. These services used to operate under the Home and Community Care Program (HACC) and Home Care Packages (administered by the Commonwealth Aged Care system).

On Sunday 1 July 2012, the long standing Home and Community Care (HACC) Program was split into:

- The Commonwealth HACC Program– for people 65 years and over (and 50 years and over for Aboriginal and Torres Strait Islander people). This will become the Integrated Commonwealth Home Support Program (CHSP) in 2015.
- The NSW Community Care Supports Program (CCSP) – for people under 65 years/50 years

From August 2013, Community Care packages – previously known as CACP (Community Aged Care Packages), EACH (Extended Aged Care at Home) and EACH-D (Extended Aged Care at Home – Dementia) – have been transitioned into four levels of Home Care Packages (HCP) under the *Living Longer, Living Better* reforms.



NSW Councils are significant providers of Community Care

In 2013, 101 councils received \$13.8 million from the NSW government under the CCSP (NSW) and 75 HACC services in councils were funded under the Commonwealth HACC program. Ageing and Disability workers are funded in 70 councils across NSW (approximately \$1.5 million).

NSW Community Care Supports Program - CCSP

The CCSP provides low level care (in terms of hours), basic maintenance and support to assist people to remain living in their own homes.

Service types include:

- Case management
- Social support
- Transport
- Meals
- Respite
- Centre based day care.

See: http://www.adhc.nsw.gov.au/sp/delivering_ccsp_services

Commonwealth HACC Program

The Commonwealth HACC Program includes:

- Nursing care
- Allied health services like podiatry, physiotherapy and speech pathology
- Domestic assistance, including help with cleaning, washing and shopping
- Personal care, such as help with bathing, dressing, grooming and eating
- Social support
- Home maintenance and home modifications
- Assistance with food preparation in the home
- Delivery of meals
- Transport
- Assessment, client care coordination and case management
- Counselling, information and advocacy services
- Centre-based day care
- Support for carers, including respite services.

See <http://www.health.gov.au/internet/main/publishing.nsf/Content/hacc-index.htm>.

Commonwealth Home Care Packages - HCP

The *Living Longer Living Better*, aged care reform package was announced on Friday 20 April 2012. The package involves a comprehensive ten-year plan to reshape aged care and build a better, fairer and more nationally consistent aged care system, including an Access Gateway, see:

<http://www.livinglongerlivingbetter.gov.au/>

Levels

A Home Care Package is a coordinated package of services tailored to meet the consumer's specific care needs. The package is coordinated by a home care provider, with funding provided by the Australian Government. Home Care Packages have four levels:

- Home Care Level 1 – new package to support people with basic care needs (separate to HACC but may combine)
- Home Care Level 2 – low level care (CACP)
- Home Care Level 3 – new package to support people with intermediate care needs
- Home Care Level 4 – high care needs (EACH and EACHD).

Consumer Directed Care

Previously, HACC service providers were funded under a block funding scheme, receiving funding on the basis of the number of clients they served. From Thursday 1 August 2013, all new Home Care Packages

(HCPs) must be offered on a Consumer Directed Care (CDC) basis. Under CDC, the consumer has ownership of decision making, is encouraged to identify goals, can decide the level of involvement they want, and must be allowed to choose services. The consumer must be provided with an individualised budget and a monthly statement of income and expenditure by the service provider. CDC will apply to all packages from July 2015.

See: <http://www.livinglongerlivingbetter.gov.au/internet/living/publishing.nsf/Content/Consumer-Directed-Care-Home-Care-Packages>

From 2015 Proposed Commonwealth Home Support Program - CHSP

The Commonwealth Home Support Program (CHSP) is presently under development. The CHSP is to commence operation from Wednesday 1 July 2015 and will combine the existing Home and Community Care (HACC) Program, National Respite for Carers Program, Assistance for Care and Housing for the Aged and the Day Therapy Centre Program.

In addition, amalgamation of the CHSP with the packaged care program (HCP) is seen as the best way to achieve a single, coherent Community Care system. The National Aged Care Alliance (NACA), which includes a representative of Local Government, has developed advice to the Commonwealth on the design of the CHSP, <http://www.naca.asn.au/Publications/CHSP%20Design%20Paper.pdf>

Service Streams

The table below summarises the new service streams proposed by NACA.

Service/ Outcome Stream	Existing Service Types within the new streams
Social Participation and Access	Social Support, Centre Based Day Care, Community Visitors Scheme, and Transport.
Health and Wellness	Allied Health services, Home Modifications, Goods and Equipment, Reablement, Massage, Nursing Services, Personal Care, Personal Services, (hygiene), Meals, other Meal and food Services and Day Therapy Centres.
Carer Support	HACC Respite, In-Home day Respite, In-home Overnight Respite, Community Access-Individual, Community Access-Group, Host Family Day/Overnight Respite, HACC Counselling (for carers), Overnight Community Respite, Mobile Respite, Other Respite, and Residential Respite.
Household Maintenance	Domestic Assistance, Home Maintenance ¹³ , Gardening and Linen.
Service Innovation and System Resourcing	Service innovation and system resourcing not covered in the above streams including management of contracted/brokered services, system supports (e.g. training and development roles, aged services workers), etc.

Wellness and CDC philosophies applied across all service provision. Program management expenses (such as case co-ordination, service level assessment and review, management) need to be factored into each of these streams.

Proposed Individualised Funding Model

It is likely that the CHSP will be offered on an individualised funding model, where the consumer can identify and manage their funding. This may be either with funding provided:

- To organisations who deliver care, chosen by the individual (the current CDC model in HCP), or
- Direct to consumers to purchase services and supports.

Block Funding

The NACA has recommended that block funding should be continued for services with substantial infrastructure and/or capital elements and costs, such as:

- Home maintenance and modifications
- Centre based services
- Transport and volunteer services.

Meals services could also be considered in this category as it is difficult to acquit these services for each client individually.

Implications for NSW councils

Council's Role in Social Participation and Access

The NACA proposal identifies a separate stream for social participation and access. This is in line with the Productivity Commission's recommendation of a separate Community Support program for local wellbeing and social support services such as community transport, social support activities, group and delivered meals, information, home maintenance and similar. Local Government has a clear role in all these programs, building local capacity, enabling the participation of older people in their community and providing strategies to enhance wellness and positive ageing. The development of such a community support program should be done with Local Government as a key partner, to ensure that locally appropriate models are developed and funding is prioritised according to evidence from council's community engagement processes.

Councils Fill Service Gaps in Rural and Remote Areas

In rural areas, the client-council relationship is particularly important, as Local Government is often seen as a reliable and non-partisan service provider. Nine of the ten biggest Local Government HACC programs in NSW are rural or regional (*ADHC Annual Report 2011-12*). Councils in rural and remote areas are often the only providers of Community Care due to obvious diseconomies of small, and often diverse, populations and large distances. Rural and regional communities tend to have less choice amongst service providers and councils in these areas often fill service gaps. Local Government may need to continue to provide a service where no other provider is available once the CDC model is implemented. The increased cost of service provision in rural areas needs to be acknowledged and funded.

The NSW Parliament's Committee on Community Services report on Outsourcing Community Service Delivery recommends that a working group investigate the cost of providing human services in regional, rural and remote areas of NSW, with a view to adjusting the funding allocation to these areas (Recommendation ten).

See:

http://www.parliament.nsw.gov.au/Prod/Parlment/committee.nsf/0/89A082DFE5E9AAECCA257C280018805C?open&refnavid=CO4_1

What can NSW councils do?

Business Planning

The National Aged Care Alliance has recommended that the Commonwealth Government provide and consult on the CHSP by March 2014. Councils need to start planning now in terms of what service types they will offer within the Commonwealth Home Support Program when it commences in July 2015. Local Government will need to develop or modify its financial systems to accommodate Consumer Directed

Care (for example providing monthly reports for each client on expenditure), change its data management systems and train staff.

In order to make an informed decision on the future of Community Care service provision, councils should gather the following to inform the development of a business plan for the transition to a new Community Care service system:

- Develop a good understanding of the full costs of Community Care service provision, based on unit costs, across all council departments including IT and procurement.
- Quantify the support provided to other service providers, for example administration, IT, office accommodation, utilities, and insurances.
- Survey service users to understand what they value in council services, e.g. independence, local knowledge, costs, convenience.
- Identify the value of their volunteers.
- Determine the costs associated with travelling long distances (rural and remote areas).

NSW Family and Community Services have developed a Unit Costing Tool which may be of some assistance to councils.

See: http://www.adhc.nsw.gov.au/sp/training_and_development/unit_costing_tool

Prioritise

Removal of block funding is a challenge for NSW councils, requiring decisions on service provision to be made without knowing the amount of funding available in advance. Councils will need to consider priorities in terms of providing services that enable people to remain in their community. Councils may not be able to continue to offer the range of services they have in the past and may decide to limit services to those where they have an established competitive advantage, infrastructure or a skilled workforce. In their key role as community capacity builders, councils will be required to develop partnerships with service providers to ensure the community has access to the range of services it requires. Councils may want to position themselves as a service provider across a broader region. In areas where there are no other service providers, councils may be seen as having an obligation to continue to operate services.

What is LGNSW doing?

LGNSW will advocate that the Commonwealth and NSW Governments support Local Government in adapting to the planned changes in Community Care for older people and people with disabilities by:

- Formally recognising the value of Local Government in local community support and inclusion.
- Guaranteeing the current model of funding non-output services (Ageing and Disability workers) in councils into the future.
- Developing engagement strategies specific to Local Government and funding transition support for Local Government.
- Assisting councils to understand how much it costs to offer these services so they can be competitive.
- Assisting with changes to council finance and IT systems to cope with individualised packages.
- Providing better liaison in regional meetings.

LGNSW will work with ALGA to develop a national approach to the Commonwealth Government to ensure that Local Government is included as a partner in the development of Community Care policy and service frameworks. LGNSW has developed an issues paper.

See: <http://www.lgnsw.org.au/files/imce-uploads/121/local-gov-community-care-forum-key-issues-sept-2013.pdf>

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