

**Report of the Cabinet Member for Adults & Vulnerable People**

**Cabinet - 20 April 2017**

**COMMUNITY SERVICES  
WESTERN BAY COMMISSIONING STRATEGY FOR CARE HOMES  
FOR OLDER PEOPLE (2016 – 2025)**

<b>Purpose:</b>	Endorsement of the Western Bay Commissioning Strategy for Care Homes for Older People.
<b>Policy Framework:</b>	Social Services & Wellbeing (Wales) Act 2014 and The Regulation and Inspection of Social Care (Wales) Act (2015).
<b>Consultation:</b>	Access to Services, Finance, Legal.
<b>Recommendation(s):</b>	It is recommended that:  1) The responses to the consultation undertaken on the strategy be endorsed;  2) The post-consultation version of the Western Bay Commissioning Strategy for Care Homes for Older People be endorsed;  3) The implementation plan for Swansea be endorsed.
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## **1. Background**

- 1.1 All four organisations within the Western Bay collaborative have committed to participating in, developing and implementing a long term commissioning strategy for care homes for older people.
- 1.2 The strategy outlines the key characteristics of the marketplace (both supply and demand), the regulatory environment, and the commissioning intentions of the members of the Western Bay Partnership.
- 1.3 The first draft was completed and endorsed by the Community Services Planning & Delivery Board in December 2015 and the consultation period was agreed by all four organisations to commence in May 2016.
- 1.4 A 90-day public consultation period commenced on the 6th May and concluded on the 3<sup>rd</sup> August. An e-survey was developed and a consultation event was organised for the 25<sup>th</sup> July 2016 where a wide variety of stakeholders attended to give their views. Responses to all comments from the consultation have been developed and the strategy has been amended as appropriate following discussion from this consultation; the final strategy is included in **Appendix A**.
- 1.5 Implementation plans that span the next three years have been developed for each Local Authority area in partnership with the Health Board. All documents have been signed off by the Care Homes Subgroup overseen by the Community Services Planning & Delivery Board which also endorsed the documents. The implementation plan for Swansea is included in **Appendix B**.
- 1.6 The final version of the responses to the consultation for the commissioning strategy is included in **Appendix C**.

## **2. Vision**

- 2.1 The vision for the commissioning strategy is:  
“We will commission care homes that support independence, choice and wellbeing in a person-centred and responsive manner providing high quality services across Western Bay.”

## **3. Our Objectives**

- 3.1 Better access to care home services most suitable to people’s needs – including the type and level of provision and other factors such as their preferred location, layout and environment. A specific aspect of this is that the Western Bay Partners hope to reduce the number of people living in care homes outside of the region because the services they want and require are not available.

- 3.2 Increased choice for service users – this includes choice for a person about which care home they live in. It also includes choice for a person about the service they receive whilst living in a care home, e.g. in relation to food, activities and other aspects of their lifestyle.
- 3.3 Consistent high levels of quality standards for service users – this includes adhering to the agreed regional quality standards framework on a contract monitoring basis as well as evidence from service user, family and staff's positive feedback.
- 3.4 Increased independence for service users – this focuses on the way services are delivered and should lead to people living as independently as they can in the care home they call home.
- 3.5 Services that offer value for money – there is clarity, transparency and shared expectations about the fees paid to care home providers and the services delivered to residents.
- 3.6 An effective and sustainable care home market – the care home market and the commissioners and providers within it will be able to operate effectively and the commissioning model will achieve the right balance between the needs and requirements of all parties to ensure the market is sustainable in the long term.
- 3.7 Attract high quality care home providers to the Western Bay area – ensure the concept of developing and expanding business practices for care home providers is an attractive option within Western Bay.

#### **4. Legal Implications**

- 4.1 The commissioning of care home services is regulated by a wide range of existing legislation, with new regulations due to be enacted during the next twelve months.
- 4.2 The statutory requirements are outlined within:
  - The Social Services and Wellbeing (Wales) Act (2014); and
  - The Regulation and Inspection of Social Care (Wales) Act (2015).
- 4.3 Non-statutory guidance is provided by:
  - A Framework for Delivering Integrated Health and Social Care for Older People with Complex Needs (2014);
  - The Social Services National Outcome Framework (2014);
  - “A Place to Call Home” drafted by the Older People’s Commissioner for Wales (2014);
  - “Older People in Care Homes” (2015) NICE; and
  - “National Dementia Vision for Wales – Dementia Supportive Communities” WAG and Alzheimer’s Society.

- 4.4 These regulations and guidance notes have been considered as part of the drafting process for the “What Matters To Me” model created by Western Bay in 2015. This paper concentrates on the provision of high quality nursing and residential care delivered in a collaborative and co-ordinated manner to those in need.
- 4.5 The commissioning strategy has been developed to deliver a mechanism that will comply with both the regulatory requirements and the guidance notes, ensuring the realisation of both commercial and operational benefits. Any resultant procurement processes will need to be undertaken in compliance with the Public Contracts Regulations 2015.

## 5. Demand

- 5.1 The demand for care home services will evolve with the demographic changes across Wales. In summary, it is expected that over the next fifteen years:
- The total population aged over 65 will increase by 28%.
  - The population aged over 80 years will increase by 65%.
  - The number of older people (over the age of 65) living alone will grow by 43%.
  - The number of people aged 16 years and above providing unpaid care will grow by nearly 6%.
  - The number of people over 65 years who cannot manage at least one domestic task will increase by 38%.
  - The number of people aged 65 and over who cannot manage at least one mobility activity independently will grow by 41%.
  - The number of dementia cases in those over 65 years will grow by 51%
- 5.2 In simple terms, the service demand will increase over the next fifteen years; however the manner by which the service is delivered may change.
- 5.3 The table below shows the projected changes in demographics for Western Bay over the next ten years:

Age	65-69	70-74	75-79	80-84	85+
% change	-2	+11	+34	+25	+37

- 5.4 The projected trend for dementia cases replicates these figures.
- 5.5 It is recognised that the development of intermediate care services has altered the market so that those placed in residential services are likely to be older with more complex needs than those presently cared for.

5.6 Whilst it is recognised that care home capacity changes on a daily basis, information gathered during April and June 2015 showed the following care home capacity for City and County of Swansea:

CCSIW Registered	Residential	Dual Residential / Nursing	Total Population 65+
1,741	412	1,329	46,890

5.7 The table below shows the average vacancies for 2014/15 across City and County of Swansea:

Homes	Beds	Vacancies	Occupancy
47	1,747	132	92.5%

## 6. Financial Implications

6.1 There are currently no financial implications.

## 7. Quality

7.1 It is essential that the service provided by the market meets the quality thresholds required to enhance the lives of those residing in care homes. The key principles outlined by the Older People's Commissioner include:

- A lack of social stimulation;
- Limited or no choice over the activities available to residents;
- Inability to maintain individual identity;
- Lack of individual choice and control over personal hygiene and comfort support;
- Dining experiences based on process rather than residents' choice and preferences;
- A focus on functionality in homes as opposed to them being homely and welcoming;
- Risk averse delivery culture detrimentally impacting individual wellbeing; and
- Delayed access to preventative healthcare professionals resulting in physical decline of residents.

7.2 The development and implementation of the Regional Quality Framework (RQF) by the Western Bay Partnership is expected to enhance the quality of care delivered within care homes, incentivising providers to achieve a higher level of service provision. The RQF is being implemented during the remainder of 2015/16 and will be incorporated into future commissioning activities.

## **8. Market Trends**

- 8.1 The past five years have seen twelve care homes close across the region. The key factors in these closures being:
- Staff recruitment and retention
  - Regulatory requirements
  - Financial
- 8.2 These closures have resulted in a reduction of capacity of 288 beds (7.5% reduction), comprising 163 residential beds and 125 nursing across the Western Bay region.
- 8.3 Whilst the total market capacity has slightly reduced, the variety of services offered has diversified to meet the requirements of the commissioners. The commissioning strategy provides detail around the following service streams:
- Extra Care
  - Short Breaks
  - Residential Reablement Provision
  - End of Life Care
- 8.4 Alongside information about planned changes to community services, the strategy considers the following issues and their impact on the care home market:
- Delayed Transfers of Care
  - Fees
  - Self-Funders
  - Third Sector Support for Care Homes
  - Dementia and Complex Care
- 8.5 The commissioning strategy considers all of the elements highlighted within this synopsis and proposes an approach for future commissioning activity.

## **9. Equality and Engagement**

- 9.1 An equality impact assessment has been completed and an associated action plan has been developed and will be monitored as part of the care homes project going forward. Any new initiatives resulting from the implementation of the strategy will be subject to an Equality Impact Screening and, where necessary a full EIA.

## **10. Future Approach**

- 10.1 The strategy envisages an environment that actively promotes choice and control, underpinned by robust quality assurance tools ensuring the delivery of effective, positive outcomes. It seeks to ensure that residents can access to information and advice, including advocacy, to make informed choices.

- 10.2 It is essential that future commissioning activity recognise the challenges posed by the following elements:
- A more qualified, professional workforce;
  - The living-wage;
  - Regulatory changes; and
  - Increased service demand associated with dementia and complex care.

## **11. Commissioning Intentions**

- 11.1 The commissioning strategy identifies three commissioning priorities:
- Develop strong relationships with existing care home providers to support them to meet the changing needs of the population with high quality services;
  - Work strategically with new care home providers to develop a sustainable range of care home facilities across the region; and
  - Where care home services are not in line with the strategic approach and/or are not of adequate quality, they will be decommissioned.

- 11.2 On the basis of the analysis and conclusions described above, the Western Bay Health and Social Care Partnership has identified a series of key strategic intentions: These are to:
- Build trust and strengthen partnership – this strategy identifies challenges both for commissioners and providers, not least from demographic change and scarcity of resources. However it also identifies fundamentally shared values and aspirations. We intend to build on this and work collaboratively with citizens and providers to shape a care home market that responds robustly and creatively to these challenges
  - Ensure quality – we, together with all those with whom we have consulted are clear that care home services must be provided at a high, yet realistic level of quality. We intend to work with regulators and providers to achieve this.
  - Build and communicate an accurate understanding of future demand for services – we recognise that there are currently challenges in meeting the needs of people who choose to live in a care home and there are shortfalls in capacity. We aim to develop our knowledge to future capacity requirements in the light of demographic trends and new service models and work with care home providers to plan capacity on the basis of this.
  - Work together to develop and support a sustainable and motivated workforce – the committed people that work hard to provide care and support to the residents of care homes are at the centre of our strategy. We have identified difficulties in maintaining a strong workforce and it is clear that the only way to address these issues is together in strong partnership.
  - Build a fair and sustainable care home market supported by reasonable fee levels – this is an important issue to providers. In the current financial climate, it is a very challenging and potentially

divisive issue. However, we are committed to building a sustainable care home market supported by reasonable fee levels.

- Ensure care homes fit within and are supported by a well organised local health and social care system – our “What Matters To Me” service model, strongly reinforced by the feedback we have received during consultation clearly shows that care homes must increasingly work as part of, and supported by a strong health and social care system.

## **12. Outcomes and Monitoring**

12.1 It will be essential to develop existing monitoring mechanisms to focus on outcomes rather than inputs. In simple terms providers will need to concentrate on the delivery of the following elements:

- Personal Outcomes
  - Quality of life
  - Quality of care
  - Person centred
  - Choice
- Market Outcomes
  - More choice and different models of care
  - Flexible provision where changes in health won't always mean moving
  - Planning for the future
  - Stimulate provider sustainability
  - Commission a sustainable business being clear on what is needed
  - Work with secondary care to improve the flow of people from hospital into care homes
  - Value for money
- Workforce Outcomes
  - Make the care sector a viable career choice with more training opportunities
  - Improving leadership and staffing levels

12.2 Monitoring of the strategy will be informed by the review of the individual contractual arrangements that are let over the coming years. The key metrics that will be used to measure delivery will focus on:

- Effective use of resources;
- How outcomes have improved;
- How the local market has developed; and
- Value for money.

12.3 The strategy provides a set of key datasets and performance indicators that will need to be incorporated into any future agreements.



## **13.0 Implementation Plans**

13.1 Each Local Authority area in collaboration with the Health Board has devised an integrated implementation plan that will span actions over the next three years.

13.2 Key actions shared by each Local Authority area include:

- Implement joint health and social care monitoring using the RQF
- Consider opportunities to enhance integration with ABMU in the commissioning of long-term care services
- Review and implement ABMU Interface Nurse Posts
- Implement Care Homes Pooled Budget
- Review assessment procedures for individuals in hospital moving to care home placements

**Background Papers:** None

### **Appendices:**

**Appendix A** Western Bay Commissioning Strategy for Care Homes

**Appendix B** Local Authority Implementation Plan for Swansea

**Appendix C** Outcomes and Responses to Consultation for Care Homes