

NEATH PORT TALBOT COUNTY BOROUGH COUNCIL
SOCIAL CARE, HEALTH AND WELLBEING CABINET COMMITTEE

7th September 2017

**REPORT OF THE HEAD OF COMMISSIONING & SUPPORT SERVICES –
A. THOMAS**

Matter for: Decision

Wards Affected: All

**WESTERN BAY COMMISSIONING STRATEGY
FOR CARE HOMES FOR OLDER PEOPLE 2016 - 2025**

1. Purpose of Report.

- 1.1 To seek approval from Cabinet Committee to endorse the regional Western Bay Care Homes Commissioning Strategy for Older People and local implementation strategy for Neath Port Talbot County Borough Council; and explain the Strategy's agreed objectives and commissioning priorities following the stakeholder consultation process.
- 1.2 To give Cabinet an overview of the continued trend for demand in the care home sector, this reinforces the reduction in traditional residential placements and increased demands for specialist dementia and nursing placements.

2. *Connection to Corporate Improvement Plan / Other Corporate Priority.*

- 2.1 This service development relates to all the corporate priorities as follows:
 - Helping people to be more self-reliant;
 - Smarter use of our resources;
 - Supporting a successful economy.

The Commissioning Strategy also links to the following non-statutory guidance:

- ‘What Matters to Me’ model created by Western Bay partnership in 2015, the detail of which is to be found in the appendices of the Commissioning Strategy document in section 11.4:
- 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.

3. Executive Summary

- 3.1 The Western Bay Care Homes Commissioning Strategy for Older People has been developed as part of the Western Bay Health and Social Care Programme. It 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.
- 3.2 The Commissioning Strategy sets out a strong, shared commitment by the Western Bay Health and Social Care Partnership to ensure that there will be a sustainable range of high quality care home placements to meet the needs of older people within the local authorities of Neath Port Talbot, Bridgend and Swansea.
- 3.3 The Western Bay strategy demonstrates the decline in demand for residential care across the region as our neighbouring Local Authorities are experiencing the same patterns of placements as in Neath Port Talbot. There continues to be a decline for residential placements which led to the Council making a decision in October 2016 to:
- Agree the closure of Arwelfa care home, which closed in March 2017;
 - Agree the further closure of Trem y Glyn care home by the 31st March 2022;
 - That the plans to build an additional two care homes to replace the planned closures, should be suspended due to a lack of demand for residential placements.

- 3.4 The strategy of planned closures fits with the market intelligence for the care home sector in terms of the changes and reduction in demand for traditional residential care. This approach is strengthened as the reduction of 30 residential beds in March 2017, has not impacted on the bed levels, due to the sector continuing to have a high level of vacancies for traditional residential placements.
- 3.5 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.
- 3.6 Over the past three years in Neath Port Talbot it has been evidenced that there has been a steady decline in elderly residential care home admissions. Many admissions to residential care are being prevented by providing Homecare services which supports people to remain at home independently for much longer than would have been the case in the past. It has also been established from previous consultation that most elderly people would prefer to stay at home, and not enter a residential care home. People who are admitted to a care home are usually frailer and have nursing needs this is usually following a significant deterioration in their health.

Another clear indicator that there has been a fall in residential placements is that for the past five years no independent provider has invested in opening any new residential homes in the County Borough.

The Council intends to work with the care home sector over the next 12 months in order to respond to the changes in demand, particularly with regard to how the market can respond to the increased demands for nursing and dementia care.

4. Background.

- 4.1 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.
- 4.2 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.

- 4.3 The Strategy, post consultation (attached as **Appendix 1**), was endorsed for approval on behalf of the Western Bay partnership by the Community Service Board on 16th December 2016 and approval is now sought from partner organisations for the Western Bay Commissioning Strategy for Care Homes for Older People and its local implementation plans.
- 4.4 A 90-day public consultation period commenced on the 6th May and concluded on the 3rd August. An e-survey was developed and a consultation event was organised for the 25th 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 plan.
- 4.5 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 Neath Port Talbot is included in **Appendix 2**.
- 4.6 On 5/08/2016 a 6 week consultation began in Neath Port Talbot and concluded on the 16th September 2016. There was a wide variety of options available to provide feedback which included an on-line questionnaire, social media and public meetings. Councillors were presented with options. The decision was to ensure that the volume of residential care provision commissioned from Gwalia was commensurate with forecast demand and affordable for the Council. Therefore the decision was taken not to build a further two 60 bedded homes, as described in section 3.3.
- 4.8 The final version of the responses to the Western Bay Commissioning Strategy consultation can be found in **Appendix 3**.

5. Vision.

- 5.1 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.”

- 6 The **objectives** of the Commissioning Strategy are to have:
- 6.1 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.
 - 6.2 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.
 - 6.3 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.
 - 6.4 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.
 - 6.5 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.
 - 6.6 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.
 - 6.7 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.
 - 6.8 In Neath Port Talbot it has been identified that there is a need for alternative care arrangements to meet the growing demand for specialist care in areas such as Dementia Nursing, Complex Dementia and Reablement/Assessment beds. The Council is refreshing the

market position statement for the care home sector which will set out the pressures for complex care beds.

7. Future Approach

- 7.1 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.
- 7.2 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;
 - Increased service demand associated with dementia and complex care.

8. Commissioning Intentions

- 8.1 In Neath Port Talbot it has been identified that there is a need for alternative care Nursing, Complex Dementia and Reablement/Assessment beds, and a reduction for traditional residential care.
- 8.2 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.
- 8.2 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.

9. **Outcomes and Monitoring**

- 9.1 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

9.2 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.

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

10.0 Implementation Plans

10.1 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.

10.2 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.

11. Financial Impact

11.1 In Neath Port Talbot the budget in 2016/2017 includes:

- **Residential Care £12m**
- Community based and non-residential services £12m (includes assessment and care management).
- The renegotiation of the Gwalia Contract has realised a saving of £1.258m.
£1.608m gross, including £350k pension costs for Gwalia employees

11.2 The cost of delivering social care continues to experience significant price inflation in a period of ongoing financial constraint; it will be essential to deliver efficiencies in the commissioning of long term care in the future.

11.3 The Adult Social Care budget in Neath Port Talbot is developed in line with the Medium Term Financial Strategy (MTFS). The service strives to manage the cost of residential care within the overall budgets for Adult Services and will ensure that the financial implications of the strategy will be managed within the overall context of the MTFS.

12. Equality Impact Assessment.

12.1 An Equality Impact Assessment was undertaken in December 2016 by Western Bay to assist the Council in discharging its Public Sector Equality Duty under the Equality Act 2010. An overview of the Assessment has been included in this report in summary form only and it is essential that Members read the Equality Impact Assessment, which is attached to the report at **Appendix 4**, for the purposes of the meeting.

13. Workforce Impacts

There are no workforce impacts associated with this report

14. Legal Implications

14.1 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.

14.2 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).

14.3 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.

14.4 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.

14.5 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.

15. Risk Management

15.1 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.

- 15.2 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.
- 15.3 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.
- 15.4 Alongside the collateral on the diversified services, content is provided on:
- Delayed Transfers of Care;
 - Fees;
 - Self-Funders;
 - Third Sector Support for Care Homes;
 - Dementia and Complex Care.
- 15.5 The commissioning strategy considers all of the elements highlighted within this synopsis and proposes an approach for future commissioning activity.

16. Consultation

This item has been subject to external consultation.

17. Recommendations

Having given due regard to the Equality Impact Assessment:

It is recommended that Cabinet approve the Commissioning Strategy for Care Homes for Older People 2016 – 2025 and the local implementation plan for Neath Port Talbot County Borough.

18. Reason for Proposed Decision

To have a shared commitment with the Western Bay Health and Social Care Partnership to ensure that there will be a sustainable range of high

quality care home placements to meet the needs of older people within the local authorities of Neath Port Talbot, Bridgend and Swansea.

19. Implementation of Decision

The decision is proposed for implementation after the three day call in period.

Appendices:

Appendix 1	Western Bay Commissioning Strategy for Care Homes
Appendix 2	Local Authority Implementation Plan for Neath Port Talbot
Appendix 3	Outcomes and Responses to Consultation for Care Homes
Appendix 4	Western Bay Equality Impact Assessment

20. List of Background Papers:

None.

21. Officer Contact

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