

To the Chair and Members of the Health and Adult Social Care Overview and Scrutiny Panel

Review of arrangements to deliver high quality care for people in Care Homes and a review of admissions into long term care

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Glyn Jones	All	N/A

EXECUTIVE SUMMARY

1. A review of the current arrangements for people living in Care Homes in Doncaster is required to ensure that the Care Home market is fit for the future needs of the people. Doncaster requires a robust and sustainable Care Home market that is fit for purpose, high quality, meets the needs of people and is sustainable.
2. Doncaster Clinical Commissioning Team (DCCG) and Doncaster Metropolitan Borough Council (DMBC) are developing a Care Home Strategy in partnership to evaluate and understand the current market, the gaps within the market and how the market needs to change to meet the current and future demand. Currently one of the gaps in the Doncaster market is the lack of Care Homes that can deliver care to people with very complex care needs these people are often placed in 'out of area' Care Homes.
3. DCCG and DMBC are actively engaging with the providers to build sustainable relationships to influence and shape the Care Home market within Doncaster to transform the provision to one that meets the needs of the people in Doncaster.
4. The Quality Improvement and Strategic Intelligence Team adopt multi-agency risk management and quality improvement frameworks to maintain and improve both the safety and quality of care for people living in Care Homes in Doncaster.
5. DCCG and DMBC are working together to map and understand the training and education needs of Care Home workers, at all levels, to ensure that the best and most accessible offer of workforce development and training can be delivered to this workforce. This supports the delivery of high quality care to people living in Care Homes by ensuring the workforce is trained and educated to an appropriate standard.

EXEMPT REPORT

6. Not applicable

RECOMMENDATIONS

7. That Scrutiny Panel acknowledges the actions of the Council and CCG in working together to review the arrangements to deliver high quality care, for people in Care Homes and a review of the admission of people into long term care.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

8. For the citizens of Doncaster the review of these arrangements mean:
 - People in Doncaster will be able to remain living in their own homes for as long as possible and will only be admitted to a Care Home when all other community options have been exhausted
 - That the Care Home market will meet their future needs and requirements.
 - That people with complex care needs can remain within Doncaster in the future and not be placed in 'out of area' Care Homes
 - People in Care Homes will know that Care Homes are regularly assessed and monitored ensuring that they receive high quality care and are kept safe.
 - An well trained and educated workforce will operate within Care Homes and Care Sector

BACKGROUND

9. Doncaster contracts with 54 Care Homes within the Borough that provide 2,036 beds of these 875 beds are for people with dementia (residential beds 586, nursing beds 289). Of these, 24 Care Homes provide general needs residential care the remaining 30 provide both general needs residential care and nursing care with 1 Care Home in Doncaster that provides nursing care only. Many of the Care Homes are adapted properties rather than purpose built facilities, many owned by small local or regional providers. There are also three main national providers within the area; Crown Care, Runwood and Four Seasons. Of these, Four Seasons is the largest provider with 9 Care Homes in Doncaster.
10. A review of the arrangements to deliver high quality care for people living in Care Homes and a review of admissions into long term care is required because:
 - The Council needs to ensure that people are helped to remain living in their own home for as long as possible with a Care Home placement as the last option when all other options have been exhausted.
 - As a result, the Council needs fewer general residential care beds in the market as the people in Doncaster are supported to live in their own homes for longer reducing the demand for this type of provision.
 - The current Care Home market is unable to respond to the rising demand for more specialist placements for people with increasing complex care needs (dementia and neurological related). This results in the purchase of high cost 'out of area' placements and the Doncaster Care Home market needs to respond to changing need and demand to be sustainable.

- Increased engagement by DMBC and DCCG with the Care Home market to work together to develop the quality and range of services that they can offer to meet the needs of people in Doncaster.
- Develop a joint Care Home Strategy to inform ourselves and partners of the current position with a clear action plan to deliver a future Care Home market that is fit for purpose and addresses emerging and changing patterns of need.
- To map and assess the current education and training that the Care Home workforce is accessing to ensure that there is a trained and competent workforce within this sector.
- To continue to maintain and develop a multi-agency approach to assessing and improving the quality of care and ensuring the safety of people living in Care Homes.

Care Home Strategy

11. The DCCG and DMBC Care Home Strategy is currently in draft format and will be finished in summer 2016. The Strategy will cover various aspects including current activity within the Doncaster market, out of area placement activity, the current challenges faced by Care Home providers, workforce challenges, training and education requirements, quality monitoring and the needs of people in Doncaster requiring a Care Home placement.
12. The Care Home Strategy will provide a baseline of the current provision:
 - What provision is available within the current market
 - What provision is required from the market
 - What are the gaps in the market
13. The aim of the strategy is to develop and communicate the long term view of how DMBC and the DCCG envisage the Care Home Market will look like in the future. In addition to this DMBC and the DCCG place a high number of people in Care Homes outside of the borough, often because these individual's require intensive and complex care support that is not available within the Care Home market in Doncaster. Conversely there is, a rising number of bed vacancies in Doncaster demonstrating the need for Care Homes to develop and expand their offer to people with more complex needs.
14. The strategy's key aim is to challenge this situation by looking at how a model of care provision can be developed that leads to the individual remaining in their own home for longer. This will require a fundamental improvement in the availability of home support services and other community provision that supports people to live at home.
15. The Strategy will also look to support the development of advanced care roles within the Care Homes in an attempt to address the current challenges of a lack of 'trained' nurses.
16. The 'headlines' of the Care Home Strategy will be communicated to Home Mangers at a Forum which is due to take place on the 22nd of January. With further exposure and approval sought from a variety of groups planned prior to a formal launch once the Strategy is completed.

Market Development

17. The Care Home Strategy will be critical in helping DMBC and the DCCG to work with the Care Home market to transform the current provision to develop a sustainable market that responds to the changing needs and demand.
18. The Care Home Strategy will also provide clarity as to the alternatives to Care Home placements that need to be developed within the market such as Extra Care, Supported Independent Living and a range of home support services in the community.
19. In November 2015 Commissioners from the CCG and DMBC started a programme of individual face to face meetings with Care Home owners or managers within the Doncaster borough. 11 Care Homes will have been visited at the point of the submission of this report. The visits are to discuss a number of specific areas:
 - Their relationship with the CCG and DMBC
 - How things could be improved
 - Their current thoughts and feelings about the Care Home sector/market
 - Any plans they have for the future
20. Key findings from the Care Homes visited so far are:
 - Increasing paperwork and form filling is a challenge.
 - Relationships with Quality Monitoring Teams are positive and supportive.
 - Difficulty in recruiting qualified nurses.
 - Releasing staff to attend training can be problematic.
 - Noting an increasing level of care needs for people on admission.
 - Frustrated by funding issues and increasing criteria to qualify people for nursing care (i.e. Continuing Health Care funding).
 - Welcome a more flexible and 'needs' based funding allocation for each individual rather than a static set of four rates.
 - Care Home managers/owners have requested and welcomed the opportunity to have an annual individual one to one visit by Commissioners to their Care Home.

Managing Risk and Quality Improvement

21. Weekly multi-agency risk meetings are held that include representative from Health, the Regulator (Care Quality Commission) and Council representatives. At these meetings the Care Home provision within Doncaster is discussed and reviewed, in addition activities are co-ordinated between the different agencies to maintain and improve quality. The meetings have been successful in the early identification of risks through the management of shared intelligence, enabling risk to be reduced or mitigated at an early stage. The meeting has adopted a multi-agency agreed risk management framework adopted across all service provision within Doncaster.
22. The quality improvement and assurance of the Care Homes in Doncaster is also reviewed at these meetings. All Care Homes have a quarterly quality

assurance review that feeds into the risk management approach to managing quality.

23. The quality assurance framework is a full appraisal of all identified risks, intelligence and quality reviews and therefore supports a comprehensive 360° insight into Care Home provision.

Education and Training

24. Following a series of discussions between the DCCG and Council colleagues it was agreed that there was a requirement for a research project with Care Homes in Doncaster to map and assess the training and education that care workers are accessing.

25. The scope of the project will focus on the following:

- What education and training is going on within Care Homes and to what standard
- Do the Care Homes have an awareness and understanding of the standard required by DMBC/CCG with regard to the education and training of their workforce
- Details of the education and training providers that Care Homes are using to train their workforce
- The level and type of training required by Care Homes
- What are the 'gaps' in the provision of education and training, particularly to meet new ways of working under the Care Act and new market demands
- What barriers do Care Homes and their staff encounter in accessing education and training
- What are their preferred education and training delivery methods
- How do Care Homes keep up to date with new learning and development needs and resources

26. The findings are expected to be reported at quarterly intervals with a report at the end of the twelve month period (January 2017), that will:

- Provide recommendations and improvements that can be made in facilitating better access to education and training for the Care Home workforce
- Identifying areas of best practice that can be shared across the Care Home sector
- Options to inform and improve future workforce development within the Care Home sector.

The Management of Long Term Admissions into Residential Care

27. In November 2015 the process of managing the admissions of individuals into long term care has been replaced by a robust Admissions Panel that occurs on a weekly basis.

28. Intelligence is gathered by the Panel process to increase the understanding of the gaps across the social care market as a whole, understanding the provision

that is in place and the provision that is required to meet changing needs and expectations.

OPTIONS CONSIDERED

29. The options considered were to:

- 1) For the DCCG and DMBC to review the arrangements to deliver high quality care for people living in Care Homes and a review of the admissions into long term care.
- 2) To do nothing to change the current situation.

REASONS FOR RECOMMENDED OPTION

30. The recommended option is Option 1 as it is the only way to ensure that the Care Homes in Doncaster meet the both the current and future needs of the people living in Doncaster by delivering a high quality, sustainable and robust Care Home market.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

31.

	Outcomes	Implications
	<p>All people in Doncaster benefit from a thriving and resilient economy.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Be a strong voice for our veterans</i> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	<p>The Care Home market is a vital service in Doncaster that needs to meet the changing and future demands of the people of Doncaster. It is an essential service to provide a 'home' to vulnerable people with health and social care needs.</p>
	<p>People live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	<p>People in Doncaster should be supported to live safe, healthy, active and independent lives with a wide range of community and local services to support them when required. The Care Home market is an important provision to support people to be as independently as possible when they are no longer able to live independently their own home.</p>
	<p>People in Doncaster benefit from a high quality built and natural environment.</p>	<p>Care Homes require a trained and educated workforce and it is an area that creates jobs for local people.</p>

	<ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	Care Homes provide home (housing) for people who are no longer able to live independently in their own homes.
	<p>All families thrive.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	Care Homes are a vital service to provide support to vulnerable people in Doncaster with health and social care needs. They provide support to families when relatives are unable to live independently in the community.
	Council services are modern and value for money.	DCCG and DMBC need to work in partnership with the Care Home providers to build a robust, sustainable and high quality market that is fit for purpose and value for money. That Doncaster is able to provide Care Home provision for people with increasing complex care needs which will reduce the reliance on high cost 'out of area' placements.
	Working with our partners we will provide strong leadership and governance.	By working in partnership with the DCCG and Care Home providers to develop the Care Home Strategy will we provide strong leadership and governance to shape the Care Home market.

RISKS AND ASSUMPTIONS

32.

Risks	Mitigation
<p>Stakeholder management: There is a significant and likely risk that relationships with key stakeholders (people and their carers', providers and commissioning partners) will be adversely affected if we do not work together to develop a robust, sustainable and high quality offer for people requiring a Care Home placement.</p>	<p>By having a Care Home Strategy and improving engagement with the Care Home providers they will have an understanding of the gaps in the market and the future demand. Care Home providers can then position themselves to deliver a sustainable and viable business otherwise they will exit the market.</p> <p>An increased in the availability of information such as the Care Home Strategy and improved engagement with stakeholders will mitigate the risk of</p>

	<p>them losing confidence in our ability to shape the market and to meet the needs of people in Doncaster.</p>
<p>Strategic/Financial: There is a significant and likely risk that the options to place people who have increasing complex needs (dementia and neurological related) continue to be met by 'out of area' high cost placements creating increasing demands on the budget.</p>	<p>Doncaster admits a high number of people into Care Home placements each year compared to other authorities in the Yorkshire and Humber region this is a significant budgetary pressure and more cost effective options to either keep people in their own homes or to fund their stay in a Care Home need to be explored (e.g. renting out their own homes to maintain an income stream rather than selling at the point of admission to long term care). Out of area placements have an impact on the individual who has to live away from their local area and on any local relatives or friends who have to travel outside of the borough to visit them.</p>
<p>Legal/Compliance: The local authority has a duty to 'shape the market' under the Care Act 2014 if this is not done there is a moderate and possible risk.</p>	<p>Having a strategic direction, engaging and developing the market, improving the quality and safety of services and developing the range of provision are key requirements. Otherwise stakeholders will lose confidence in our ability to shape the market and to meet the needs of people in Doncaster.</p>
<p>Service Delivery: There is a significant and likely risk that people are admitted to long term care before all appropriate options to help them to remain living independently in their own home are explored and exhausted if there is not a robust Admissions Panel in place.</p>	<p>The Panel is in place and is providing a robust and challenge to all individual's assessed as requiring long term care to ensure that all options to keep people living in the community are exhausted. The Panel provides useful intelligence to assist with the service development of community support provision to assist people to remain living in their own home.</p>
<p>Safety: There is a moderate and likely risk of a reduction in the quality of services and an increase in safeguarding activity.</p>	<p>The current robust multi-agency quality assurance, monitoring and safeguarding arrangements are in place and will continue.</p>
<p>Reputation: There is a significant and likely risk that relationships with stakeholders (service users and carers, providers and commissioning partners) will be adversely affected together with our national and regional reputation.</p>	<p>By conducting this review of the arrangements to deliver high quality care in Care Homes and conducting a review of admissions into long term care this risk will be mitigated.</p>

<p>The overall risk score following DMBC's Risk Management Framework on consideration of the above risk is a score of 11 as a medium risk.</p>	<p>The likelihood of the above risks happening can be treated by the review of Care Home arrangements as detailed in this report. This would significantly reduce the associated risks and the likelihood of these occurring in the future.</p>
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LEGAL IMPLICATIONS

33. The Care Act 2014 created a statutory duty for local authorities to promote the well-being of individuals. This duty is a guiding principle for the way in which local authorities should perform their care and support functions and is directed at outcomes.
34. There is an additional duty created by the Care Act on the local authority to help develop a market that delivers a wide range of sustainable high-quality care and support services which is targeted at the needs of local communities. The intention is that the needs of local communities are identified by collection of better market and provider intelligence achieved through rigorous needs and supply analysis.

FINANCIAL IMPLICATIONS

35. There are no financial implications immediately associated with the recommendations. The financial implications of any proposals arising out of this review will need to be considered before implementation.

HUMAN RESOURCES IMPLICATIONS

36. There are no Human Resources implications to this report.

TECHNOLOGY IMPLICATIONS

37. There are no direct technology implications at this stage. However, there may be some technology requirements and/or implications resulting from the review and/or to deliver the Care Home Strategy that will need to be considered and the ICT service should be consulted as soon as a requirement is predicted or known at the initial early stages. Any requirement for new, enhanced or replacement technology would also need to follow the agreed ICT governance processes.
38. In addition, a key objective from the ICT Strategy is to deliver a 'Single Business Intelligence Store and Big Data', providing the ability to access all the intelligence the Council and key partners hold about Doncaster's people and place to inform what the organisation needs to deliver, make happen and progress. It is important that the requirements and data to support the development of community support provision links in with this project.

EQUALITY IMPLICATIONS

39. The target group for this review are all people in Doncaster irrespective of race, gender, disability etc., who have been assessed as requiring a Care Home placement. This review should have a positive impact on people assessed as requiring long term by:

- Having a clear Care Home Strategy of what is available, what is required and the gaps in the market as these can be addressed by DMBC, DCCG and other key stakeholders.
- Developing the Care Home market in Doncaster into one that responds to the changing needs and demands of people living in the borough so they can access appropriate Care Home services locally.
- Managing risk and quality improvement to ensure that all Care Homes in Doncaster are providing a safe and high quality service.
- That the Care Home workforce is trained and skilled to carry out their duties.
- That people are admitted to long term care when they absolutely require this level of care and all other alternatives have been exhausted to maintain them living independently at home.

Equality data for people in Long Stay Care Home Placements (source CareFirst 7 th January 2016)	
Number of males	499
Number of females	1042
Number of people in residential/nursing care	1541
Number of people with disabilities	1065
Number people with dementia/complex care needs in residential care	176
Number of people with dementia/complex care needs in nursing care	61
Age	
Under 65	198
65 – 74	138
75 – 84	420
85 – 94	657
95 +	128

CONSULTATION

40. This report has been prepared in consultation with:

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BACKGROUND PAPERS

41. None

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