

Report subject	<b>Care Homes for Older People Strategy</b>
Meeting date	1 September 2021
Status	Public Report
Executive summary	<p>This commissioning strategy sets out the future approach and intentions of BCP Council and NHS Dorset Clinical Commissioning Group (CCG) regarding the commissioning of care home placements for older people. It follows on from an in-depth review of care home provision and commissioning carried out in 2021.</p> <p>It covers all types of care home provision including residential care, funded nursing care and fully funded NHS Continuing Care where this takes place in a care home.</p> <p>The commissioning strategy sets out several objectives that seek to reduce the overall demand for care home places, with a focus on meeting those with complex care needs, reviewing the current contractual arrangements and fee structure to ensure best value and improve partnership working with care home providers.</p>
<b>Recommendations</b>	<p><b>It is RECOMMENDED that:</b></p> <p><b>Cabinet approve the Care Homes for Older People Commissioning Strategy.</b></p>
Reason for recommendations	Ensuring a diverse, vibrant, sustainable and quality market for Adult Social Care is a key duty for all local authorities under market shaping requirements of the Care Act 2014. This commissioning strategy supports meeting that duty in respect of care homes for older people.
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Wards	Council-wide
Classification	Recommendation

## **Background**

1. The Care Act (2014) introduced new duties for local authorities to facilitate and shape a diverse, sustainable and quality market, emphasising that local authorities have a responsibility for promoting the wellbeing of the whole local population, not just those whose care and support they currently fund.
2. Responding to this duty can involve market oversight, which aims to understand the local care market; contingency planning, providing a robust response in the event of provider failure in order to minimise the impact on people using the service; and Market shaping which is activity to enable choice for people who might need services and to ensure that the care market as a whole remains vibrant and stable.
3. As part of the market shaping element, the Council and NHS Dorset Clinical Commissioning Group need to ensure the range of services available can meet the diverse needs of our communities, from low level preventative services within communities through to 24 hour care and support in a care home setting. This strategy focuses on Care Homes for Older People

## **National and Local Context**

4. Nationally, BCP Council placed a higher proportion of older people into a care home setting during 2019 - 2020 when compared to many other authorities, although the number decreased significantly in the last year during the Covid pandemic and the continued reduction in new admissions to care homes is one of the strategic objectives within BCP Adult Care Strategy.
5. Locally, there have been significant increases in the fee levels charged by care providers over a number of years and this has been exacerbated during the pandemic period, placing additional pressures on the Council's finances. Some of this has been offset by short term grants from central Government. This position is not sustainable and a different approach is needed that reflects best value for the public pound for good quality care.
6. The future funding of adult social care has yet to be addressed by central Government. Significant costs incurred during Covid have been offset by time-limited Government grants, but these are due to end shortly and legacy costs will remain for some time.

## **Local Provision**

7. Across the Bournemouth, Christchurch and Poole area, some 113 care homes are registered to provide care for older people, including those meeting nursing and dementia needs. This is a large number for the size of the population.
8. The majority of provision is judged by the regulator, the Care Quality Commission, as providing care and support that is considered 'Good' or 'Outstanding'.
9. The care sector in the area is a major contributor to the local economy and employs approximately 13,000 people across a wide range of services. There are around 6,000 people employed in care homes. Workforce recruitment and retention is a challenge.
10. A particular area of concern is for those people who present as having 'complex needs' and require high levels of care and support due to the level of needs that may arise from their physical or mental health condition, or a combination of

reasons. Having sufficient care provision with staff who have the right training and competencies is a challenge.

### Options Appraisal

11. The commissioning strategy (Appendix 1) sets out the future approach and intentions of BCP Council and NHS Dorset Clinical Commissioning Group (CCG) for the commissioning of care home placements for older people. It follows on from an in-depth review of care home provision and commissioning carried out in 2021 and builds upon the vision and aims set out in the Market Position Statement issued in 2021 (Appendix 2).
12. The strategy sets out 12 key objectives that the Council and NHS Dorset CCG agree they would wish to pursue together and in collaboration with care home providers and other stakeholders. These are:
  - (i) Reduce the demand for care home placements funded by BCP Council and NHS Dorset CCG through a range of initiatives across the health and social care economy.
  - (ii) Reduce the number of care home admissions made through the Council and the NHS.
  - (iii) Reduce the number of un-necessary care home admissions by self-funding residents.
  - (iv) Review and revise the Framework Agreement.
  - (v) Regularise the process for setting fees to make them fairer and more equitable, with the introduction of 'bandings' that reflect the level of need, including those relating to 'complex care'.
  - (vi) Ensure there is a match between need/demand and the available care home provision.
  - (vii) Support care homes in developing and maintaining the workforce.
  - (viii) Develop a more evidence based and 'intelligent' approach to commissioning care home placements through better collection and usage of information about placements.
  - (ix) Promote and improve the use of technology in care homes.
  - (x) Improve partnership working with care home providers.
  - (xi) To better support care homes as they continue to provide safe, effective care and high quality care.
  - (xii) Ensure that the placement process and all care homes take full account of all aspects of equality and diversity.
13. Consultation on the strategy has been limited by the Covid-19 pandemic but there was a Market Engagement on-line workshop held with providers in June 2021 that provided valuable insight into what the strategy could helpfully address.
14. Providers at the event were broadly supportive of the key objectives of the strategy and felt the strategy came at the right time to support their own business planning to ensure these aligned to emerging needs.
15. There was some concern expressed that some of the objectives could impact on the sustainability of some care home businesses.

16. Should the Care Homes for Older People Commissioning Strategy be approved, Officers will work with stakeholders, including people who use services and their carers, to develop a series of plans to achieve the key objectives set out above, with an overarching Implementation Plan and governance to track progress and achievements.

#### **Summary of financial implications**

17. Several of the objectives set out above are intended to have a positive financial impact on the Council's Medium Term Financial Plan. At this time it is not possible to quantify those, but as the objectives are implemented they will be subject to the relevant level of financial scrutiny.

#### **Summary of legal implications**

18. The Care Act 2014 imposes a duty that the Council must promote the efficient and effective operation of a market in services for meeting care and support needs with a view to ensuring that any person in its area wishing to access services in the market has:
  - a) a variety of providers to choose from
  - (b) a variety of high quality services to choose from
  - (c) sufficient information to make an informed decision about how to meet the needs in question.
19. By further developing extra care housing, the Council is offering both choice and variety of provision, with the added benefit of a more cost-effective option than care homes for some people.

#### **Summary of sustainability impact**

20. Delivering against the objectives set out in this strategy will have a positive impact across a number of the Council's sustainability themes, including health and wellbeing, learning and skills, economy and sustainable procurement.

#### **Summary of public health implications**

21. Care homes are an important element in the provision of a range of services to meet the needs of the most vulnerable older people in our communities. The provision of good quality care by trained and caring staff supports the health and wellbeing of those residents.

#### **Summary of equality implications**

22. The strategy includes a section that focuses upon equal opportunities and identifies and recognises the area's diverse population and that the Council, CCG and older people's care homes need to be able to effectively support people who are married or have long-term partners, have a mental health issue, learning or other disability and cultural, religious or other social needs.
23. At the same time this is a relatively high level strategy and it does not set out detailed actions to be carried out, although these will follow in due course. However, it does include a strategic objective 'To ensure that the placement process and all care homes take full account of all aspects of equality and diversity.'
24. The positive impact of the strategy will be to ensure that more older people can be supported at home. Where people have needs that are impacted upon by other

characteristics these would be met by the care home provider as part of their individualised response to each resident. Ensuring that those individual care plans fully reflect the needs of each resident is something that is picked up in the individual care planning process for each resident.

### **Summary of risk assessment**

25. There are a small number of risks that are set out below and the mitigations will be developed as part the detailed implementation plan to deliver the key objectives of the strategy:
- (a) care providers may not wish to fully engage with the delivery of the objectives of the strategy. Commissioners will work collaboratively with the market to mitigate this and the market engagement event held showed broad support for the objectives.
  - (b) the reduction in financial pressures is not achieved.
  - (c) Workforce recruitment and retention is not sufficient to meet the demands for care in the future.

### **Background papers**

Bournemouth, Christchurch and Poole Market Position Statement for Adults

### **Appendices**

Appendix 1 - Care Homes for Older People Commissioning Strategy (Draft)

Appendix 2 – EIA