



Cwm Taf Social Services and Wellbeing Partnership Board

Market Position Statement for Care Home Services

2017

Draft

Market Position Statement for Care Home Services

1 Introduction

The Councils of Rhondda Cynon Taf and Merthyr Tydfil, together with Cwm Taf University Health Board are collaborating as the “Cwm Taf Health and Social Care Partnership”. We are committed to working closely together across a regional footprint to deliver sustainable improvements in services for our older population.

Together we have already published our Joint Commissioning Statement for Older People’s Services 2015-25¹. In this document, we identify a new approach to accommodation with care and support for older people which will have implications for current and prospective providers of care home services. This Market Position Statement (MPS) describes our strategic intentions and should form the basis for future dialogue and stronger partnership between commissioners and providers.

This MPS is aimed predominantly at care home providers; however its strategic approach and our future service model will have implications for a broader range of services and service providers. Also, whilst this document relates predominantly to the provision of care home services for older people, we currently experience shortages in the provision of local, accessible care home placements for younger adults.

2 What is a Market Position Statement?

We recognise that service providers have a fundamental contribution to make to the future direction of services and we are committed to working together through strong strategic partnerships. This MPS provides a foundation to this approach. It has been developed to be used by current and potential service providers so that we can:

- Share information and analysis of future population needs.
- Review the current ‘market’ of services.
- Describe our future approach to commissioning services.
- Identify the potential future shape of the market to enable providers to position themselves to meet future demands/needs.
- Describe how we as commissioners and providers can more effectively engage and support service providers to achieve a healthy and sustainable market.

¹<http://www.rctcbc.gov.uk/EN/Resident/AdultsandOlderPeople/JointCommissioningStatementforOlderPeoplesServices201525.aspx>

3 Why do we need a Market Position Statement?

We are facing a period of great change and need to do things differently. New legislation means we have to rethink our approach to supporting individuals in communities. We know our population is changing too and expect to be commissioning different care and support services for older people in our region during the next 15 years. This will have implications for care homes.

3.1 National Legislation and Policy

The ***Social Services and Wellbeing (Wales) Act (2014)***² came into force in April 2016. It reforms and integrates social services law and emphasises improving wellbeing outcomes for people who need care and support, including carers. It introduces a common set of processes to ensure people receive the right support at the right time, strengthens collaboration and the integration of services, and provides for an increased focus on prevention and early intervention. The Act is based on the following principles:

- **Voice and control** - putting the individual and their needs, at the centre of their care, and giving them a voice in, and control over reaching the outcomes that help them achieve well-being.
- **Prevention and early intervention** – increasing preventative services within the community to reduce the need for on-going managed care.
- **Wellbeing** - supporting people to achieve their own well-being and measuring the success of care and support.
- **Co-production** - encouraging individuals to become more involved in the design and delivery of services.

The Welsh Government Guidance, “**A Framework for Delivering Integrated Health and Social Care for Older People with Complex Needs**” (2014)³ defines in more detail the expectations of Welsh Government for older citizens. It calls for, and we commit to, delivering “a truly integrated system” which displays three key characteristics:

- “Services should be co-designed with the people who use them.
- Services are consciously planned, refocusing activities on those people receiving care and removing barriers to integrated working.
- Services should be developed in partnership with all of our key partners including different sections of our own Local Authorities, health, housing, communities and the third and independent sectors.”

The ***Regulation and Inspection of Social Care (Wales) Act***⁴ received Royal Assent on 18 January 2016. It places service quality and improvement at the heart of the regulatory regime and strengthens protection for those who need it. Regulation will move beyond compliance with minimum standards, and focus more on the

² <http://www.legislation.gov.uk/anaw/2014/4/contents>

³ <http://gov.wales/docs/dhss/publications/140319integrationen.pdf>

⁴ <http://www.legislation.gov.uk/anaw/2016/2/contents/enacted>

quality of services and the impact which they have on people receiving them. The Act:

- establishes a regulatory regime which is consistent with the changes which are being delivered by the Social Services and Well-being Act 2014
- contributes to more effective public services by creating a regulatory regime which enables and empowers both citizens and service professionals
- provides a robust and meaningful response to the clear lessons which have been learnt from the exposure of failures in the system - most recently the Flynn Review
- renames the Care Council for Wales as Social Care Wales with a broadened remit from April 2017

In her report “**A Place to Call Home?**”⁵, the Older People’s Commissioner for Wales lays out the key components of a good quality of life for older people living in care homes in Wales. Following a review against these standards, she draws seven key conclusions:

1. *“Too many older people living in care homes quickly become institutionalised. Their personal identity and individuality rapidly diminishes and they have a lack of choice and control over their lives.*
2. *Too often, care homes are seen as places of irreversible decline and too many older people are unable to access specialist services and support that would help them to have the best quality of life.*
3. *The emotional frailty and emotional needs of older people living in care homes are not fully understood or recognised by the system and emotional neglect is not recognised as a form of abuse.*
4. *Some of the most basic health care needs of older people living in care homes are not properly recognised or responded to.*
5. *The vital importance of the role and contribution of the care home workforce is not sufficiently recognised. There is insufficient investment in the sector and a lack of support for the care home workforce.*
6. *Commissioning, inspection and regulation systems are inconsistent, lack integration, openness and transparency, and do not formally recognise the importance of quality of life.*
7. *A current lack of forward planning means that the needs of older people in care homes will not be met in the future.”*

We expect that a response to these conclusions should form a shared agenda for commissioners and providers alike.

⁵ http://www.olderpeoplewales.com/Libraries/Uploads/A_Place_to_Call_Home_-_A_Review_into_the_Quality_of_Life_and_Care_of_Older_People_living_in_Care_Homes_in_Wales.sflb.ashx

3.2 Population

The ***Cwm Taf Population Assessment***⁶ was published in March 2017. This provides a detailed analysis of the future needs of our population. To inform this MPS, we have considered this document alongside Daffodil⁷ population projections. This demand analysis is shown at Appendix 1. Its key points are as follows:

- The population of people aged 65 and over is expected to grow by 30.4% by 2025, far above the overall growth rate of 2.7% for the population aged 18 and over. This may have implications both for the number of people requiring care in some form and for the number of people in the workforce available to fill social care jobs.
- The population aged 80 and over is forecast to grow by 71.3%. This older group is likely to need more health and social care and support than younger age groups.
- The population aged over 75 with dementia is forecast to grow by 61% to 4,676. Demand for dementia care continues to increase across the UK and the need for specialised care and support for people with this condition will place increasing pressure on the health and social care system.
- The Cwm Taf area is the most deprived in Wales. This has consequences for council income and the number of self-funders in care homes able to contribute to overall funding of the system. There is also likely to be an impact on levels of ill-health, which may result in higher demand for health and social care services.
- 44.5% of people in Cwm Taf aged 75 and over live alone. Within this group, those falling ill will be likely to need support in the absence of a partner or or some other individual providing care. It may be anticipated that an increasing number of people within this group will require residential, nursing or other forms of care as they get older.

3.3 Doing Things Differently

Continuing with current models of service is not an option. There are considerable challenges that, if not managed creatively, will see resources increasingly targeted at those in greatest need. Restricting the number of people receiving support to those with the highest needs may result in a short term reduction in demand. However, without adequate preventative strategies, we will not secure the sustainability that can deliver long term financial and workforce capacity, to guarantee better outcomes for people.

A whole system approach is required where we as commissioners work together with private and third sector partners, to identify risk and take action before or at times of crisis, so that people can regain independence.

⁶ <http://www.ourcwmtaf.wales/SharedFiles/Download.aspx?pageid=179&mid=436&fileid=15>

⁷ <http://www.daffodilcymru.org.uk/>

Key Points:

- We expect an increase in our population of people over the age of 85 years of over 70% in the next 10 years.
- Underpinned by recent legislation, we expect to see a culture change in care and support services, where individuals are no longer regarded as passive recipients but active participants
- We expect care home providers to be guided by the principles of voice and control, prevention and early intervention, wellbeing and co-production.

4 Our Shared Service Model

We have worked together to develop a shared service model which will underpin a consistent approach to commissioning across the region.

4.1 Our Vision

Together, we have adopted a common vision for integrated health and social care services for older people: “Supporting people to live independent, healthy and fulfilled lives”. This will be achieved by providing health and social care services that are:

- Integrated, joined up and seamless.
- Focused on prevention, self-management and reablement.
- Responsive and locally delivered in the right place, at the right time and by the right person.
- Safe, sustainable and cost effective.

And which will:

- Promote healthy lifestyles and prevent ill health.
- Promote independence and protect the vulnerable.
- Improve services and joint working.

4.2 Outcomes

We need to be sure that we focus our attention on making a difference. We need to be able to see that the support that we offer has improved the health and wellbeing of our citizens. For that reason we need to be clear what “outcomes” we are seeking through this joint commissioning statement:

- Older people live longer, healthier and happier lives.
- Older people live life to the full and are enabled to maintain their independence for as long as possible.
- Older people who become ill, frail or vulnerable receive the care and support they need at the right time in the right place.

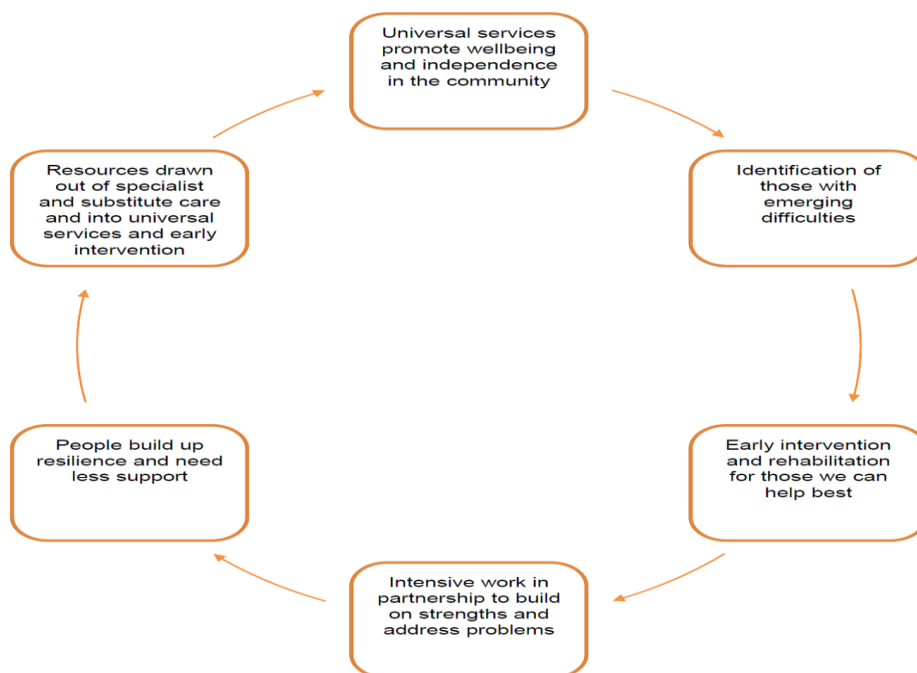
- All individuals and communities recognise the need to take more responsibility for their own health and wellbeing and are supported to do this.
- That people are treated with dignity and respect and treat others the same
- That People are heard and listened to.
- That People know and understand what care, support and opportunities are available and use these to help them achieve their well-being
- That people get the right care and support, as early as possible.

4.3 Our Approach

Our role is to complement family, social and community networks. We want to support people to continue to live fulfilled lives as they grow older, and when they need it, to help them tackle life problems (e.g. ill-health, bereavement, becoming socially isolated). This is important not only for the individuals concerned, but for the resilience, wellbeing and development of our communities as a whole. It is our intention to better support older people who have become isolated to reconnect with their communities.

To do this we need to make the right services available at the right time, and ensure that they are efficient and well co-ordinated. By doing so we can support people as soon as they need it, help them to remain happily within their family and community, and for some, avoid expensive and disruptive specialist and substitute care. By doing this successfully over time we can also take some resources out of specialist and substitute care and into better community and universal services. Our service model is illustrated below:

Figure 1: Cwm Taf Health and Social Care Partnership: Service Model



Key Points:

- Our service model will:
 - Intervene earlier and more quickly, averting the need for long term care
 - promote independence for people in their own homes
- Older people may continue to choose to live in a care home, but the needs of these people are liable to become more complex
- Care homes will continue to be an important component in our “whole system” of care and support.

5 Market Analysis

A detailed analysis of the care home market has been undertaken by the Institute of Public Care at Oxford Brookes University (IPC) (Appendix 2). It supports a shared understanding of the current market within the region, its sustainability and capacity to meet future need. It will underpin the strategic commissioning priorities outlined in the MPS. Key points from the Market Analysis are:

5.1 Capacity

- The number of General Nursing beds in Merthyr Tydfil has decreased significantly during the five year period.
- The number of General Nursing EMI beds available in Rhondda Cynon Taf reduced significantly between 2015 and 2016.
- Unless we are able to manage the demand for care home beds, the forthcoming increase in the number of older people over the next 15 years will require an unsustainable level of capacity and resource.

5.2 Responding to Demand

- The market in Merthyr Tydfil currently appears to be less able to respond to the need for care home beds than in Rhondda Cynon Taf.
- Particular pressures across the region appear to be in the provision of general and EMI nursing home placements and EMI residential placements.

5.3 Quality and Sustainability

- Where commissioners have had concerns about care homes, common themes include:
 - A lack of strong leadership
 - Inconsistent management
 - Poor care planning
 - Insufficient and poor staffing
 - Problems with recruiting qualified nurses
- Average occupancy of care homes in Rhondda Cynon Taf is in excess of 90%.

5.4 Resources

- In 2015-16, nearly £53.2m was spent by local authorities and the health board across the Cwm Taf Region.
- Including NHS funded nursing care, Cwm Taf University Health Board Invests over £21.2m in the care home sector
- The local authorities of Rhondda Cynon Taf and Merthyr Tydfil have spent:
 - Over £34.6m in the care home sector as a whole
 - Over £12.3m in residential care provision
 - Over £10.5m on EMI residential care provision
 - Over £9.7m on placements in registered nursing homes
 - Over £1.7m on placements in EMI nursing home placements
- Across the region, **and if no alternative models of care are put in place** to manage the demand for care home beds, it is estimated that, by 2030, the total annual resource required to meet the need of the growing older population will need to increase by over £35m to nearly £87m

Key Points:

- The care home market is not currently able to meet demand effectively , in particular for nursing and dementia care beds.
- Recruitment and retention, in particular for registered nurses is a shared challenge with the NHS across the Region
- Based on current projections of our older population and within our existing outdated service model, we would need to commission up to 1,000 additional beds across the Region by 2030
- In the context of a new and modernised service model, we **do not expect the care home sector to grow significantly over the next 10 years**, although we want to ensure that we can meet more complex needs for nursing and dementia care in different environments including high quality facilities.

6 Market Survey: What Care Home Providers Have Told Us

To inform this MPS, IPC has undertaken a web-based survey of care home providers across the Region. Emails were sent to 63 known providers. There were 26 responses, which represents a response rate of over 40%, a very good rate for such surveys. A full report is provided at Appendix 3. The responses may not necessarily represent the diversity of views across the market, nevertheless, the following themes were highlighted:

- The provision of reasonable fees continues to be a key issue for providers, especially at a time when their reported costs are increasing significantly.
- Recruitment and retention, especially of nursing staff, is a key challenge.
- Individuals are being referred to care homes (perhaps especially residential establishments) with increasing levels of complexity and dependency. This is challenging providers to meet these needs within existing fee levels.

- The relationship between providers and commissioners was generally regarded by respondents as positive.
- Respondents identified the potential for improved strategic engagement between commissioners and providers.
- A significant proportion of providers identified some appetite to change and develop to meet local strategic requirements.
- There is an opportunity for improved collaboration between health and social care commissioners.
- Existing communication and partnership mechanisms should be maintained and enhanced.

In addition to the survey, commissioners arranged a half day workshop on 9th May, to introduce the MPS, present a summary of the Market Analysis and discuss further the key themes from our survey. Whilst the event was attended by representatives from only six providers, we felt able to confirm the above themes and further noted:

- Those providers in attendance were committed to improving trust and partnership with commissioners.
- A Regional Provider Forum was regarded as the best mechanism to promote this.
- The terms of reference for this regional forum should be co-produced with provider representatives.
- The provider forum should develop an annual Action Plan.
- Trust would be improved if the forum were to be chaired by senior commissioner representatives from both local authorities and the Health Board.

Key Points:

- We will pursue our strategic intentions based on an assumption that care home providers will, like us, seek to develop positive strategic partnerships.
- This strategic partnership will be conducted via a redesigned and developed Regional Care Home Forum with senior commissioner presence

7 Residents' Survey: What Care Home Residents Have Told Us

To inform this MPS, IPC has undertaken a series of interviews with residents in care homes across the Region to gauge their levels of satisfaction with their care and to seek any lessons for future consideration. The subject areas discussed took their lead from the 2014 report of the Older People's Commissioner for Wales, 'A Place to Call Home'. All of the people spoken to were positive, including being complimentary about the care staff that worked with them.

"When you come to a place like this you're always comparing it to home. It will always be second best"

Only one of the people spoken to commented that they felt 'at home', but most were very positive about their lifestyles. There were some concerns expressed about a

lack of activities to fill the days but participants also acknowledged their more limited options for activities. All spoke positively about their environment, their rooms and their care.

Key Points:

- Generally care home residents appreciate the quality of the care and environment provided in care homes
- We will expect providers to work with us to “raise the bar” in terms of the quality of life future care home residents can expect as required in the Older People’s Commissioner’s report “A Place to Call Home?”

8 Our Future Commissioning Intentions

In the context of the Joint Commissioning Statement for Older People’s Services that we have already published, and having carefully considered the additional analysis undertaken to inform this MPS, we have the following commissioning intentions with regard to Care Home Services across the Cwm Taf Region:

8.1 Overall Strategic Approach

The Cwm Taf Health and Social Care Partnership emphasise prevention, early intervention and the promotion of independence. We want to reduce the demand for long term managed care including care home placements.

We will place more emphasis on meeting people’s needs in modern Extra Care Housing facilities and we expect that this will reduce the demand for placements in residential care homes significantly.

We recognise that individuals may still choose to move to a residential care home.

We aim to support older people with dementia in Extra Care Housing, but note that they and their families may choose a care home environment.

Where appropriate, we will meet older people’s nursing care needs in the community (including in extra care facilities). However, we expect there will continue to be a significant need for places in nursing homes including (and especially) for people with dementia and other mental health problems.

Generally, we will continue to regard care homes as an important part of the range of services that are available to people and communities.

8.2 Key Messages for Care Home Providers

8.2.1 Capacity

- We expect to commission significantly fewer residential care home placements over the next 15 years.
- We anticipate that developments in community based healthcare services will result in fewer people requiring nursing home care.

- Initially, and until Extra Care models are fully developed, we want to consolidate through our commissioning arrangements, more consistent provision of high quality dementia care and nursing care in care homes.
- We would like to work with providers to develop flexible models of short term care in care homes to support, for example:
 - Discharge from hospital
 - Assessment
 - Appropriate reablement interventions
- We currently experience shortages in the provision of local, accessible care home placements in the following categories:
 - Younger adults with complex disabilities including brain injuries
 - Adults with a learning disability (especially older people)
 - People under the age of 65 with dementia.
- We want to strengthen or provision of reliable and accessible respite care in care homes. We will consider issuing block contracts for these. (However this will always be predicated in quality and service delivery.)
- Generally we want to make sure we make best use of capacity that is available.

8.2.2 Business development and Support

- We will work with existing providers who wish to adapt their business to meet our future commissioning needs.
- Our Councils' business support services will be available to service providers who wish to plan for changes in their business to support those businesses to identify the advice, assistance and development support they need and how to access it.
- We will work closely with any provider who wishes to close a care home and plan to ensure continuity of care for all residents.
- We expect to engage as early as possible with providers seeking to develop new capacity to ensure that it meets local need.

8.2.3 Quality

- We will develop our approach to quality of care and environment in care homes to focus much more clearly on outcomes for individuals and quality of life.
- Based on this, we will expect care home providers to work with us to evolve and demonstrate that people in our area can live fulfilled lives in high quality care homes.
- We will work with care home providers to co-produce new quality frameworks and toolkits to support this approach.
- We will offer training and support in the use of these.
- Once new quality frameworks are in place, we will only contract with care homes that are committed to, and can deliver this level of quality of life for its residents.

8.2.4 Workforce Development

- Our Social Care Workforce Development Plan will continue to be the means by which we ensure a high quality social care workforce.
- It will be a contractual requirement that care home providers comply with all specified training.
- We will develop training in leadership and management for care home managers.
- We will work with providers to develop new collaborative approaches to recruitment especially with regard to registered nurses.
- We will collaborate with providers to raise the profile of careers in care homes and to develop the labour market.

8.2.5 Fees

- In the context of our commissioning intentions described above, we will work with service providers towards a sustainable and high quality range of service provision.
- We will continue to work and negotiate care home fees with service providers with due regard to an agreed model of costs for care.

8.2.6 Partnership

- We will develop a regional care home provider forum.
- We will co-produce the Terms of Reference for this forum with service provider representatives.
- We will regard this forum as the vehicle for ensuring a collaborative approach to the strategic requirements described above.
- Together with service providers we will publish an annual work plan for the provider forum.
- We will work with providers to build trust, confidence and transparency.
- We will expect from providers a commitment to attend provider forum meetings.

9 Summary and Conclusion

We have worked together to produce this MPS for Care Home Services. We know that we need to take a different approach to the way care and support is made available to the growing number of older people in our communities. This will have very significant implication for the future role of care homes. Although change is necessary, emphasising independence in communities and alternative models of accommodation with support, we will continue to regard care homes as an important part of the range of services that are available to people and communities.

We want to make a step change in our relationships with providers, promoting an environment of positive partnership. We believe the shared aspiration that will bind

this partnership is pursuit of improving quality of life for those members of our communities that will continue to choose to live in care homes.