

**COMMISSIONING FOR RESIDENTIAL AND NURSING CARE HOME PROVISION
IN GLOUCESTERSHIRE**

Cabinet Date	19 June 2019
Adult Social Care (Commissioning)	Cllr Roger Wilson
Key Decision	Yes
Background Documents	Gloucestershire's Better Care Fund – 2017 – 19.
Location/Contact for inspection of Background Documents	Contact: Jenny Cooper, Lead Commissioner for Older People. Email: jenny.cooper7@nhs.net
Main Consultees	Care Home Providers Gloucestershire Care Partnership Association Older people who will be consulted through Healthwatch Gloucestershire / Evolving Communities Clinical Commissioning Group
Planned Dates	Care Home Providers and Gloucestershire Care Partnership Association GCPA – June 2018 - June 2019 Clinical Commissioning Group, Care Services HNS Trust, 2gether NHS Foundation Trust and Primary Care – June – September 2018 Older People September 2018 – December 2018
Divisional Councillor	All
Officer	Kim Forey, Director of Integration Tel. 0300 421 1628 Email: kimforey@nhs.net
Purpose of Report	To receive feedback on the consultation on the Commissioning Strategy for Care Homes for Older People, Appendix (1), and to adopt a strategy for the commissioning of residential and nursing care provision in Gloucestershire.
Recommendations	1) To adopt the strategy for the commissioning of residential and nursing

	<p>care provision in Gloucestershire, as set out in Appendix (1).</p> <p>2) To authorise the Director of Integration, in consultation with the Cabinet Member for Adult Social Care Commissioning, to develop District Locality Commissioning Plans for care homes.</p>
<p>Reasons for recommendations</p>	<p>The Care Act 2014 recommends that Local Authorities undertake a detailed analysis of their local care provision.</p> <p>The strategy for the commissioning of residential and nursing care provision is designed to:</p> <ul style="list-style-type: none"> • Meet the Council’s obligations under the Care Act • Meet the Council’s strategic vision and values • Deliver on the Council’s priorities by: <ul style="list-style-type: none"> ➤ designing an adult social care system that helps people stay healthy and independent and supports people with long-term needs. ➤ Promoting better mental health for all. ➤ Helping people of all ages to stay healthy and well. ➤ Joining up health and care services.
<p>Resource Implications</p>	<p>£15,000 for the consultation programme which has been completed by Evolving Communities.</p> <p>The implementation of the strategy will be service redesign within existing budgets.</p>

MAIN REPORT CONTENTS

1. Background

1.1 The strategy for the commissioning of residential and nursing care provision in Gloucestershire

This is an overarching strategy setting out the key commissioning priorities and intentions for Older Peoples Care Homes in Gloucestershire. It sits alongside both Council and NHS strategies and plans. In addition, Place Based Locality Care Homes commissioning strategies and intentions are being developed for the 6 Districts within Gloucestershire. These will focus on specific areas of need for each District, allowing residents to understand the type of care homes in their area and care providers to understand the commissioning intentions of the Council and the CCG and allow them to shape their businesses accordingly.

The draft strategy was discussed at June 2018 Cabinet and Cabinet requested the Commissioning Director: Adults & DASS undertook consultation with care home providers, older people and residents of care homes.

The key issues in the draft strategy discussed at June 2018 Cabinet were:

- The Council and the Clinical Commissioning Group want to work closer with the care home market
- The care home market is changing and there is at a national and local level an emerging instability in the market
- The availability of alternative forms of care which enable people to remain independent for longer in their own homes is resulting in admissions to residential care increasingly being individuals with complex or multiple care needs.
- The level of vacancies in those homes providing specialist and/or dementia nursing care is lower than for residential care for older people. There is also soft evidence that where homes are dual registered they are maintaining their occupancy levels by focussing on the provision of more specialist care.
- The development of the new model of intermediate care using short term placements will further reduce the level of placements to care homes. Those

admitted will be users with complex needs that cannot be met elsewhere in the community.

- It is anticipated that future use of extra care housing will further reduce the need for residential care for older people.
- There is a lack of respite beds in residential, nursing and specialist care homes.
- The Council would like to work with care home providers to support people who after a short stay at a care home can return to their own homes.

2. Consultation

Following the Cabinet decision in June 2018 the following consultation occurred;

- All care home providers were asked to provide feedback on the draft strategy through individual meetings or correspondence.
- Evolving Communities and Healthwatch Gloucestershire undertook an independent consultative exercise with older people and residents of care homes. The report from Evolving Communities is Appendix (2).

The key issues arising from the consultation with care home providers were:

- There is, in some parts of the County, an oversupply of care home placements that could have an impact on the long term viability for care home
- Care home providers recognise the changing commissioning needs of the Council
- Care homes need a mixture of Council funded residents and residents who fund their own care to ensure a financially viable care home
- Care homes need to support people with different care needs
- Care home providers want to have an on going dialogue with the Council regarding care home provision in Gloucestershire

The key issues arising from the consultation with older people regarding care home provision were:

- Overwhelmingly, people wanted good quality care from friendly staff
- 58% of people who answered the Evolving Communities survey said that they would always prefer to stay in their own home
- 72% said that they would consider moving into a care home if they experienced a significant deterioration, caused by an illness or a fall, in their physical health or mobility or a significant deterioration in their mental health, such as advancing dementia, which limited their ability to stay safely in their own home.
- Almost 80% of people said that they had concerns about moving into a care home
- Losing independence and control over their lives and a fear of not receiving safe and good quality care figured significantly as a reason why people had concerns about moving to a care home
- Of the 127 people who responded almost 60% said they would prefer a medium sized care home (11-49 beds)
- Homes that specialise in care for those with dementia were the most popular choice. Onsite nursing care, rehabilitation homes and specialist care homes were also valued. However, general residential care homes were still a priority for many.
- Overwhelmingly, nearly 62% of respondents wanted en-suite facilities in care homes. A choice of activities and the ability to keep doing what they enjoyed also featured.
- Keeping active in a care home was a major priority as was a continuing link to hobbies.
- The majority (nearly 74%) preferred staff to wear a uniform.

Evolving Communities undertook specific research and consultation with people from minority ethnic groups and the LGBT community. The report “Attitudes amongst minority ethnic and LGBT people” is attached as Appendix (3). The key issues from the consultation were:

- People in minority ethnic groups and the LGBT community worried about the same challenges of ageing as we would expect from the wider population: loneliness and isolation, physical disability, poorer mental health, and dementia issues. However, they felt that some of these issues are exacerbated because of their ethnicity, religion, language or sexual orientation.
- People in minority ethnic groups and the LGBT community worried that they were more likely to become isolated due to language barriers and prejudice. They were also concerned that they would find it hard to access support, receive dignified care, and 'fit in' at care homes.
- While many people from the minority ethnic groups had cared for their partners, parents and children, they anticipated that they will come to rely on statutory services, professional carers and care homes when they are too frail to care for themselves.
- People from minority ethnic groups and the LGBT community expressed many concerns about care homes, though only a few participants had experience of a close relative being in a care home.
- A constant theme running through the interviews with care home residents, focus group discussions and survey was the subject of loneliness and isolation that many older people feel.
- Most people from minority ethnic groups and the LGBT community agreed that they wanted to see more care homes understood the needs of their communities.

As part of the consultation by Evolving Communities it was anticipated that people would wish to discuss other aspects of Adult Care. A key issue raised was:

- People said that they would always prefer to stay in their own homes even if their condition deteriorated. However, there are concerns that existing domiciliary care provision will not be able to meet the growing needs across the county particularly in more rural areas.

3. Impact of the Consultation on the Strategy

3.1 Care Home Providers

The Council is proposing to develop Locality Plans for each of the key communities in Gloucestershire that will set out the Council and the Clinical Commissioning Group's key commissioning priorities for care home requirements over the next 5- 10 years.

The Locality Plans will provide care home providers with a clear understanding of the commissioning needs of the Council and the CCG . The Locality Plans will need to reflect the current care home market supply position and the future need for more specialist and short term care home placements.

The Locality Plans will be developed in partnership with care home providers at a locality level.

3.2 Residents of Care Homes and Older People -Shaping future care provision for over 65's in Gloucestershire

Consultation Issues	Council Response
People said that they would always prefer to stay in their own homes even if their condition deteriorated. However, there are concerns that existing domiciliary care provision will not be able to meet the growing needs across the County, particularly in more rural areas.	Further work will be undertaken to explain the Council strategy to support people in their own home. The Enhanced Independence Strategy will be the corner stone of the Council's strategy to support people at home.
People felt feeling lonely was a key issue that affected their social wellbeing.	There are several initiatives in Gloucestershire which aim to support older people to make meaningful connections in their local community. There are community wellbeing agents who work with individuals to find non-medical solutions and signpost to community activities. There are care navigators that work with people who have care and

support needs and struggle to navigate the system alone. There are community builders who are based in ward level communities to listen and work alongside citizens facilitating the development of activities and resources that are meaningful locally. "Know your patch" networks ensure that professionals in the statutory and voluntary sector are all aware of all their local resources and can signpost people to things that might interest or support them. "Your Circle" is an online directory that supplies all of this information digitally for the whole county so that information is accessible to all.

<p>People felt paid or voluntary ‘companions’ in each care home to help combat feelings of loneliness would be a good approach.</p>	<p>The Council will discuss with care providers the role of volunteers in care homes.</p>
<p>The Council should undertake further work that explores in more depth the factors contributing to loneliness in the care home environment and ideas for how this may be improved.</p>	<p>The Council will discuss with care providers and residents of care homes how support could be provided to ensure people feel less lonely</p>
<p>The Council should develop training for care home staff around supporting residents who are transitioning from their own homes into a care home.</p>	<p>The Council will discuss with Care Home providers how this training can be incorporated into the training program for all care home staff</p>
<p>The Council should consider the size (medium size – 11-49) of the home when commissioning new complexes. If larger care homes are to be built then smaller hubs in each home should be developed.</p>	<p>For any future care homes commissioned by the Council the issues raised will be included in the feasibility proposals.</p> <p>For larger care homes smaller community hubs specialising in service provision is the modern approach and considered good practice.</p>
<p>Care homes still conjure up negative connotations for many people.</p>	<p>The Council will discuss with care home providers how peoples’ perceptions can be influenced by encouraging more community involvement in care homes.</p>
<p>Opportunities for residents to be around like-minded people. This may include being with people from their own cultural</p>	<p>The Council will undertake further consultation with people from different cultural backgrounds to understand how</p>

background, similar work backgrounds or with similar interests.	care home can support and respond to people with different cultural backgrounds.
Need to ensure that social activities in care homes are varied and do not just focus on those traditionally activities offered to older people.	Care homes are changing their activity programmes that reflect the changing needs of older people. The Council will continue to work with care providers to promote a greater variety of activities to support older people.
Providing support for residents to take part in the activities that interest them is key.	Care homes are encouraged to ensure all activities are inclusive. The Council will continue to promote with care home providers an inclusive approach to activities within a care home.
Gloucestershire could consider making a commitment to creating age-friendly cities and towns within the County	The Council will consider this recommendation and report to a future Cabinet meeting

3.3 Residents of Care Homes and Older People - Seldom heard groups

Consultation Issues	Council Response
Conduct further research to 'test' the findings from the Evolving Communities work and understand how prevalent these views are amongst wider minority ethnic communities and LGBT people.	The Council will undertake further consultation with minority ethnic communities and LGBT people on the future provision of care homes.

<p>Recognise that in order to deliver care with dignity, paid carers and decision makers need to have 'cultural competence'. They need to have a good understanding of people's lives, cultures, religious rituals and observances as well as personal care needs competence'</p>	<p>This is recognised by the Council and the Council will continue to work with care home providers to ensure all care staff have a continuing understanding of peoples different cultures, religions, rituals and needs.</p>
<p>Social interaction plays a valuable role for these communities, but they face barriers such as language, fear of prejudice and limited opportunities for socialising with people who share their culture.</p>	<p>As part of the Council contract and performance management arrangements with care homes, the Council will ensure how care homes support people from ethnic minority groups is monitored and there is shared learning across the care home market.</p>
<p>Ethnic minority groups and LGBT people want to ensure that the care system is inclusive and that people from these communities can navigate the care system.</p>	<p>The Council will undertake further work with the ethnic minority communities to understand how these communities can be supported to access the care system.</p> <p>The Council will discuss with care providers and the ethnic minority communities whether care homes want to focus on supporting particular communities or groups.</p>
<p>Conduct research to look at the particular issues of older Gypsies and Travellers.</p>	<p>The Council will undertake further consultation with the Gypsy and Traveller community to understand their needs and key issues in relation to Care home</p>

	provision.
The Community Development plays an important role in providing insight into the needs of minority ethnic communities and the Council could consider connecting this team with the Adult Care Commissioning team to ensure people from the ethnic minority communities are supported appropriately..	The Council will follow up this recommendation

4. Risk Assessment

The production of a strategy for the commissioning of residential and nursing care provision in Gloucestershire is strongly recommended under the Care Act 2014. Without it, the care market would require further clarity regarding the future commissioning and procurement intentions of the Council and the Clinical Commissioning Group.

5. Officer Advice

The Commissioning Director, Adults and DASS's professional opinion based on all available evidence and subsequent analysis is that Cabinet should endorse this strategy.

6. Equalities considerations

In developing the strategy for the commissioning of residential and nursing care provision in Gloucestershire, the Service has referred to available demographic data and completed a Due Regard Statement to accompany the draft strategy. The consultation programme will ensure that any issues identified in the Due Regard statement are addressed.

Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.

7. Performance Management/Follow-up

7.1 Post implementation

The Strategy, the District Locality Commissioning Plans and the recommendations from the Evolving Communities report will be monitored by the Gloucestershire Joint Commissioning Executive and Board on a regular basis.

Regular briefings regarding progress against annual actions plans set against objectives will be provided to the Lead Cabinet Members for Social Adult Care.

Report Title	Consultation on the draft strategy for the commissioning of residential and nursing care provision in Gloucestershire
Statutory Authority	The Care Act 2014
Relevant County Council policy	Gloucestershire's Better Care Fund – 2017 – 19
Resource Implications	<p>£15,000 for the consultation programme which has been completed by Evolving Communities.</p> <p>The implementation of the strategy will be service redesign within existing budgets.</p>
Sustainability checklist:	
Partnerships	There will be extensive consultation with care home providers and various NHS stakeholders.
Decision Making and Involvement	<p>A formal decision is required of the Cabinet regarding format and content and approval given to take forward the draft strategy</p> <p>The CCG Governing Body will need to consider the Commissioning Strategy for Care Homes for Older People</p> <p>Health Watch Gloucestershire will seek the views of Older People on the strategy</p>
Economy and Employment	A sustainable older people's care home market will provide employment opportunities across Gloucestershire.
Caring for people	A sustainable older people's care home market will support the needs of older people.
Social Value	A vibrant and sustainable care home is an essential part of local communities
Built Environment	N/A
Natural Environment' including Ecology (Biodiversity)	N/A
Education and Information	The draft strategy for the commissioning of residential and nursing care provision in Gloucestershire will provide residents of Gloucestershire with an understanding of the local provision for care homes

Tackling Climate Change	Carbon Emissions Implications? / Neutral/ Vulnerable to climate change? / Maybe
Due Regard Statement	<p>Has a Due Regard Statement been completed? Yes</p> <p>Yes - considerations included in main body of report</p> <p>A copy of the full Due Regard Statement can be accessed on GLOSTEXT via http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1</p> <p>Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk.</p>
Human rights Implications	<i>To be completed</i>
Consultation Arrangements	Public and stakeholder consultation is proposed as the next stage of development for this strategic plan