

BRISTOL CITY COUNCIL

Scrutiny

1st September 2014

Report of: Netta Meadows, Service Director - Strategic Commissioning, People Directorate

Title: Review of Care Home Services

Ward: Citywide

Officer Presenting Report: Leon Goddard

Contact Telephone Number: 0117 9036158

RECOMMENDATION

Provide feedback, comments or suggestions on the proposals in the Care Home Commissioning Strategy.

Summary

This report sets out; the current commissioning model for care home services, evidence information and feedback on the suitability of the current commissioning model and proposals for changes to this model. This report is a condensed version of the Care Home Commissioning Strategy that has been shared with key stakeholders and is subject to a 12-week consultation that is now underway.

The significant issues in the report are:

BCC is proposing to change the way it commissions care home services.

The key proposed changes are that:

- Every provider will be required to submit information about the cost and quality of their services. Only those providers that meet BCC's criteria will receive care home placements under this model.
- Every provider that meets BCC criteria will be ranked according to the quality and cost of their services.
- Every person that needs a care home place will be given a shortlist of options by BCC, from which to select the home they want to live in. This shortlist will only contain the care homes that have demonstrated that the services they can deliver are suitable to the person's needs and that have the best quality / cost ranking.
- Every care home will be required to operate in a way that maximises the independence of their residents and the choice and control they have over their services and lifestyle.

All future commissioning of care homes services for individuals in Bristol will take place under the new model, and in accordance with the practice and process, that are outlined

in the Care Home Commissioning Strategy.

A summary of the Strategy and the key points from it is in Appendix 1.

Policy

The proposed changes will support service users to live more independently, improve the quality, suitability and value for money of services.

Consultation

1. Internal

Key officers in the areas of commissioning, care management, finance and procurement have been involved in work on care home commissioning. The outcome is that BCC is in a position to publish the Care Home Commissioning Strategy, which contains a series of proposed changes to care home commissioning arrangements, and to begin a 12-week formal consultation on this document.

No specific internal consultation has taken place to produce this report.

2. External

BCC has spent a long time analysing the way that care home services are currently commissioned, arranged and delivered. During this process, BCC has involved the people that receive these services (care home residents), the people that rely on these services (friends and family of care home residents) and the people that deliver these services (care home providers) to ensure that any conclusion about the need for change reflects a wide variety of views.

No specific external consultation has taken place to produce this report.

3. Context

1. Background Information

- 1.1 Bristol City Council (BCC) commissions care home services from 170 care homes. Most of these are in Bristol, some are in South Gloucestershire, Bath & North East Somerset and North Somerset and there are a small number of homes throughout the rest of the UK that are commissioned by BCC.
- 1.2 BCC has arranged and funds (at least partly) care home placements for approximately 1,800 people.
- 1.3 BCC spends approximately £59 million a year on care home services. This figure is approximately half of the total amount that BCC spends with independent providers to deliver social care services to adults.

2. Why do we need a Care Home Commissioning Strategy?

- 2.1 BCC has spent a long time analysing the way that care home services are currently commissioned, arranged and delivered. During this process, BCC has involved the people that receive these services (care home residents), the people that rely on these services

(friends and family of care home residents) and the people that deliver these services (care home providers) to ensure that any conclusion about the need for change reflects a wide variety of views.

- 2.2 The strategy includes information about how this process was completed, the feedback and information obtained and the conclusions that were reached. The main conclusion was that changes are needed and the strategy sets out what will be different in the future.
- 2.3 These changes will seek to address these key issues:
 - a. Service quality is variable and in some cases too low.
 - b. Services should be delivered in the way that maximise the quality of life and independence of all services users.
 - c. There are gaps in service provision, which can cause delays in hospital discharge, and in some cases a lack of appropriate services results in people having their care needs met a long way from home.
 - d. Care home costs can be very high and there needs to be greater transparency so all parties know what is being funded and what should be delivered.
- 2.4 The Care Home strategy will support BCC's vision for care home services as stated below: "People who need care and support in Bristol will have access to suitable and appropriate residential and nursing accommodation and services, real choice in the help they receive and maximum control over the way they live their lives".
- 2.5 The Council also has to consider the Care Act 2014, this is a new law that consolidates many pieces of legislation and has many implications including; new approaches to support carers, clarity regarding safeguarding adults, and it will make changes in care standards. See <http://services.parliament.uk/bills/2013-14/care.html> for information on the Care Act 2014
3. What we want to achieve
 - a. Better access to care home services that suit people's needs.
 - b. Increased choice for service users and family carers
 - c. Increased independence for service users
 - d. Commissioning of Services that offer value for money
 - e. Have an effective and sustainable care home market
 - f. Implement a new joint contract with Bristol Clinical Commissioning Group.
4. How the new commissioning model will work
 - 4.1 The proposals below describe a new commissioning model for Care Homes. The strategy, and these proposals contained within it, will be subject to a formal 12 week consultation beginning in August 2014.
 - a. The proposed commissioning model will be a 'framework agreement' between commissioner and providers. This framework agreement will set out the terms relating to price, quality, quantity etc. for contracts throughout the period of the strategy.
 - b. There will be a formal tender process to decide which providers get on to the framework and all providers that want to be on it must submit a tender bid.
 - c. BCC will produce a Core Service Specification (CSS) that lists the different care home services BCC expects providers to deliver, as standard and in all cases. Providers that submit a tender will need to include information on how they will deliver their services (quality) and the rate they will charge for delivering the CSS (price).

- d. BCC will use information submitted by providers on quality and price to identify those that are successful and those that are not and to rank the successful providers (with the highest scoring bids ranked first - see point f for the importance of these rankings).
- e. When looking for a care home for a service user, BCC will undertake a mini tender to identify suitable and interested providers.
- f. BCC will create a shortlist of suitable providers, based on the rankings from the original tender process (see point - see d).
- g. The service user will then select the home they want to move to, from this shortlist.

5. Key information for providers

- 5.1 Providers that do not participate in the tender, or who do so and do not meet BCC's minimum criteria, will not be on the framework. These providers will not have the opportunity to provide care home services for new BCC-funded service users.
- 5.2 This new commissioning model will apply to new placements.
- 5.3 BCC is also looking to apply this model, or key parts of it, to existing placements

6. The tender process and assessment of providers

- 6.1 After the 12-week consultation, BCC will produce a final Commissioning Strategy that reflects feedback from the consultation. All Providers that wish to be on the framework will then be required to participate in the tender process.
- 6.2 Bids from provider in the tender process will be assessed by BCC against the evaluation criteria of quality and price. Consideration will also be given to how providers demonstrate they will promote independence and choice for service users.

Quality

- 6.3 The information that BCC requires from providers will cover all aspects of service delivery. The tender will be the main opportunity for providers to share information about the quality of their service.
- 6.4 BCC will use an additional "mini tender" step to ensure that each shortlist includes providers that are the most suitable and appropriate for that service user and offer the type and quality of services required to meet their needs and outcomes. A simple example of why this is necessary is that it may be crucial for a particular service user to live in a care home in North Bristol. There may be a home that is very good, could deliver all aspects of the service and is highly ranked, but if this is in South Bristol it may be deemed not suitable and so would not be shortlisted.
- 6.5 BCC will continue to use a Quality Assurance Framework and Safeguarding Policies to identify poor practice.

Price

- 6.6 BCC will not set a price, but all providers wanting to be on the framework will be required to put forward the price they would charge for delivering the CSS.
- 6.7 In the final Commissioning Strategy, BCC will give guidance to providers on the rates BCC expects to pay providers to deliver the CSS.

- 6.8 There will be set points during the year when providers can, if they want, change their pricing schedule. Where a service users requirements are covered by the CSS, BCC will only pay the price submitted by the provider and will not enter into negotiations on price. BCC will only negotiate on price where the service user's requirements exceed the CSS.

Independence and choice

- 6.9 Service users will be supported to make the decision about which home is most suitable and appropriate to their needs, requirements and preferences with choices of from a short list.
- 6.10 Once in the home the service user must continue to be given choices and supported to make decisions, with BCC requiring all providers to follow a reablement approach. This is aimed at maximising the service users independence and support them to make their own decisions and to do things for themselves, where appropriate.
- 6.11 In respect of Care tasks, the provider is required to establish what part the service user wants to play in their care and work with them to achieve this. An example of this could be for the service user to feed themselves, rather than have a care worker do it for them.

7. How to respond to the consultation

- 7.1 Bristol City Council started a 12 week consultation on the proposed Care Home Commissioning Strategy with stakeholders on 6th August 2014.

- 7.2 To give us your views you can:

- Complete our survey on line
- Print a hard copy for completion
- Order a hard copy of the survey, including an easy read version, to be posted to you.

Contact details relating to the consultation are:

Sally Triplett

Commissioning Officer, Adult Commissioning

Telephone: 0117 35258240

Email: carehomecommissioning@bristol.gov.uk

All documents relating to this consultation, including the care Home Commissioning Strategy can be found at:

<http://www.bristol.gov.uk/page/adult-care-and-health/bristols-vision-care-homes-%E2%80%93-consultation>

4. Proposal

On 6th August 2014 a formal 12-week consultation period began that is focussed on obtaining information from a variety of stakeholders about the Care Home Commissioning Strategy and the proposals contained within it.

Scrutiny is a key stakeholder in relation to the commissioning and delivery of services, especially through their interaction with people that use and rely on care home services. Therefore, Scrutiny is asked to provide any information or feedback they believe will lead to a better commissioning and service delivery model. This feedback will then be considered alongside that received from service users, their families and friends, providers and BCC staff.

5. Other Options Considered

Various options were considered for the changes that should be made to the current commissioning arrangements. These have either been discounted or formed into firm proposals that are contained within the report and the Care Home Commissioning Strategy.

6. Risk Assessment

The risks of each proposal have been considered and these are highlighted, along with the proposal, in the Care Home Commissioning Strategy.

7. Public Sector Equality Duties

Public sector equality duties relevant to the Care Home Commissioning Strategy will be considered and an Equality Impact Assessment will be undertaken before any changes are implemented. This will be included within the report that goes to Cabinet to seek approval to implement any changes.

Legal and Resource Implications

The Care Home Commissioning Strategy will be shared with the appropriate legal officers so they can consider any legal implications of the document or the changes that are being planned. The comments from the legal officer will be included within the report that goes to Cabinet to seek approval to implement any changes.

Financial

(a) Revenue

(b) Capital

The Care Home Commissioning Strategy will be shared with the appropriate finance officers so they can consider any financial implications of the document or the changes that are being planned. The comments from the finance officer will be included within the report that goes to Cabinet to seek approval to implement any changes.

Land

Personnel

The Care Home Commissioning Strategy will be shared with the appropriate HR officers so they can consider any HR implications of the document or the changes that are being planned. The comments from the HR officer will be included within the report that goes to Cabinet to seek approval to implement any changes.

Appendices:

None

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985 Background Papers:

None