

**OVERVIEW AND SCRUTINY COMMITTEE  
(Adult Social Care and Health)**



**RESIDENTIAL AND CARE HOMES  
WORKING GROUP**

**FINAL REPORT  
OCTOBER 2017**

Overview  
& Scrutiny



# Overview & Scrutiny

**‘Valuing  
Improvement’**

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## LEAD MEMBER'S INTRODUCTION

I am pleased to introduce this Overview and Scrutiny Report into Residential and Care Homes.

Against the background of the 2014 Care Act, the Council now has a duty to manage and shape the current and future local care home market, an issue important to all of us, particularly in view of the high aging population within the Borough. The Working Group was set up to look at care provided to residents of Sefton in residential and care homes within the Borough.

The Working Group has sought the views of Providers, Regulators and Commissioners in Sefton in establishing the main issues concerning the local residential and care home market.

I would like to thank everyone who took part in interviews and submitted information that helped inform the Working Group. I am grateful to the Working Group Members for their commitment and efforts in looking at this issue. Finally I would like to thank our support officers for their assistance and professional support provided to the Working Group and for producing this final report.



**Councillor Linda Cluskey**  
**Lead Member of the Residential and Care Homes Working Group**

**Overview and Scrutiny Committee**  
**(Adult Social Care and Health)**

## DEFINITIONS

### Care Homes

Care homes offer accommodation and personal care for people who may not be able to live independently. Some homes also offer care from qualified nurses or specialise in caring for particular groups such as younger adults with learning disabilities. Care home places can be funded publicly but many people pay for their own care.

### Residential Care Homes

Residential care homes range in size from very small homes with few beds to large-scale facilities and offer care and support throughout the day and night. Staff employed by the home concerned help residents with personal care such as washing, dressing, meal time support and support with using the toilet.

### Nursing Homes

This type of home will normally offer the same type of care as residential ones but with the addition of 24 hour medical care from a qualified nurse.

For the purpose of the review, the Working Group did not focus on care provided to children, rather Members focused on adult care and care received by older people in particular.

## RESIDENTIAL CARE IN SEFTON

At the time of drafting this report there are some 40 nursing homes and some 65 residential homes within Sefton.

## BACKGROUND TO REVIEW

From April 2015 the Care Act 2014 came into effect, requiring local authorities to manage and shape the current and future local care home market. Local authorities now have responsibilities to all people receiving care, regardless of whether they, or the local authority, pay for that care, or whether it is funded in any other way.

At its meeting on 28 June 2016, the Overview and Scrutiny Committee (Adult Social Care and Health) considered its work programme for 2016/17 and resolved that a Working Group be established during 2016/17, to review residential and care homes.



## MEMBERSHIP OF WORKING GROUP

The Committee appointed Councillors Linda Cluskey, Lynne Thompson and Roger Hutchings, advisory member from Healthwatch Sefton, at its meeting on 28 June 2016.

## TERMS OF REFERENCE AND OBJECTIVES

The Working Group has undertaken a review on the current care market within Sefton, and considered:-

- Current and future population needs, demand and market supply;
- The Council's "market shaping" duties
- Key risks within the market in relation to meeting the needs of all people in Sefton who need care and support (whether arranged or funded by the state, by the individuals themselves, or in other ways).
- Recommendations to shape Sefton's approach to commissioning services and shaping the local market in the future.

Through the gathering and consideration of data, information and evidence, either from existing sources or through specific interviews, the Working Group has:-

- Reviewed the strategic needs assessment and predictions for the future regarding population needs.
- Reviewed the current number of residential and nursing home beds.
- Identified key issues and challenges within the care home market.
- Considered evidence available in relation to likely future supply.
- Considered evidence available in relation to good practice.

## MEETINGS OF WORKING GROUP HELD

Details of Working Group meetings are as follows:-

<b>Date</b>	<b>Activity</b>
• 21 October 2016	Scoping & discussion of issues.
• 17 November 2015	Interview of witness from the Care Quality Commission and consideration of a report on the Market Overview.
• 5 December 2016	Interview of witnesses from Sefton Pensioners Advocacy Centre and Age Concern.
• 11 January 2017	Interview of witness from the Care Homes



Association and consideration of information submitted by Healthwatch Sefton.

- 31 January 2017 Consideration of information submitted by the Sefton Clinical Commissioning Groups.
- 6 March 2017 Interview of witness from Sefton Carers' Centre and consideration of an update on joint working.
- 15 June 2017 Consideration of a report on progress and provisional findings regarding the market oversight exercise.
- 24 July 2017 Interview of witness Provider rated "Outstanding" by the Care Quality Commission.
- 2 October 2017 Consideration of the "Market Oversight Analysis for Residential and Nursing Sectors" Report by independent consultants RedQuadrant and consideration of key findings/conclusions.

In addition, Working Group Members undertook site visits to residential and care homes, as follows:-

- 31 January 2017 Site visit to Willows Nursing Home, Birkdale and Connell Court, Southport
- 1 February 2017 Site visit to James Page Nursing Home, Maghull and Kyffin Taylor House, Maghull

## BACKGROUND DOCUMENTS

Working Group Members considered the following documents during the course of their review:-

1. "Social Care for Older People: Home Truths" - report, published jointly with the King's Fund and Nuffield Trust.
2. "Review of the NHS-funded Nursing Care Rate in England" - report published by the Department of Health.
3. A report of the Head of Commissioning Support and Business Intelligence on Sefton Residential and Nursing Care - Market Overview
4. "Briefing on Enter and View of Residential and Care Homes" – report submitted by Healthwatch Sefton



5. “Market Oversight Analysis for Residential and Nursing Sectors” Report by independent consultants RedQuadrant.

## KEY WITNESSES

### Care Quality Commission

Working Group Members met with the Inspection Manager Adult Social Care, Liverpool North and Sefton, of the Care Quality Commission for discussions and to ask questions regarding the inspection of residential and care homes within the Borough.

### Sefton Pensioners’ Advocacy Centre

Working Group Members met with the Director, Sefton Pensioners’ Advocacy Centre (SPAC) for discussions and to ask questions regarding the work of the Advocacy Centre.

### Age Concern

Working Group Members met with the Sefton Manager and Head of Services of Age Concern, Liverpool and Sefton for discussions and to ask questions regarding the work of the Organisation.

### Care Homes Association

Working Group Members met with a representative of the Care Homes Association for discussions and to ask questions regarding the work of the Organisation.

### Healthwatch Sefton

Working Group Members received a written submission from Healthwatch Sefton regarding the work of Healthwatch Sefton on residential and care homes.

### Clinical Commissioning Groups

Working Group Members received a written report submitted jointly from NHS South Sefton Clinical Commissioning Group and the NHS Southport and Formby Clinical Commissioning Group (CCG), regarding the work of the CCGs on residential and care homes.

### Provider who achieved an “Outstanding” rating by the Care Quality Commission



Working Group Members met with a Provider who had recently achieved an “Outstanding” rating by the Care Quality Commission for discussions and to ask questions regarding the achievements by the Provider.

## KEY FINDINGS AND CONCLUSIONS

1. Financing of care and the setting of fee levels remains an on-going concern for both service users and Providers alike, particularly in terms of providing stability for Providers of care.
2. There is on-going debate as to whether local authorities should pay net or gross financial contributions towards service users.
3. There is a need for a strategic group, led by the Council, to drive quality improvements in care homes and also improvements in Care Quality Commission ratings (CQC) and for the Council to:
  - (a) Assess future demand and need for care, this being a requirement of the Care Act
  - (b) Strive towards great co-operation and collaborative working between both the Council and individual care Providers;
  - (c) Share good practice; and
  - (d) Encourage a move away from silo working.
4. Particularly in respect of quality, safeguarding and the monitoring of services, the Council needs to continue joint working with the Clinical Commissioning Groups.
5. Innovative methods of monitoring care home services and recording quality, performance and market capacity information need to be explored, which could include the use of Information Technology.
6. Information sharing, monitoring, together with contractual approaches, is increasingly occurring within the Liverpool City Region and this should be encouraged in order to better standardise a joint approach.
7. The Council has a duty to understand and shape the care home market under the Care Act. In order to better inform this understanding, more information is required from Providers, such as details of costs, charges, etc.
8. At its meeting held on 7 September 2017, the Cabinet approved the commissioning of an external organisation in order to deliver the Quality Improvement Team service.



9. The closure of any care homes is always regrettable as it causes stress and anxiety for service users and their families and places an additional pressure on the remaining market. This tends to occur where homes have received a rating from the CQC of “Requires Improvement” or “Inadequate”. There have been 8 home closures within Sefton in the preceding 18 months. Procedures and working practices related to such closures need to be subject to on-going revision and any lessons learnt need to be implemented.
10. Documentation provided to Service Users, Families and Carers on topics such as paying, charging for services and needs assessment processes can be confusing and at times misleading. Such documentation needs to be reviewed.
11. There is usually a standard recommendation within all Working Group Final Reports for a six-monthly monitoring report, setting out progress made against each of the recommendations. Such a report should be submitted to the Overview and Scrutiny Committee (Adult Social Care and Health) in due course.

## ACKNOWLEDGEMENTS AND THANKS

In producing this report on residential and care homes, acknowledgements and thanks are attributed to the following individuals for their time and input:-

- *The Inspection Manager Adult Social Care, Liverpool North and Sefton, Care Quality Commission;*
- *The Director, Sefton Pensioners’ Advocacy Centre (SPAC);*
- *Sefton Manager and Head of Services, Age concern, Liverpool and Sefton;*
- *Representatives of the Care Homes Association;*
- *The Manager and staff at Willows Nursing Home, Birkdale;*
- *The Manager and Staff at Connell Court, Southport;*
- *NHS South Sefton Clinical Commissioning Group and NHS Southport and Formby Clinical Commissioning Group;*
- *The Manager and staff at James Page Nursing Home, Maghull;*
- *The Manager and staff at Kyffin Taylor House, Maghull;*
- *Representatives of Sefton Carers’ Centre;*

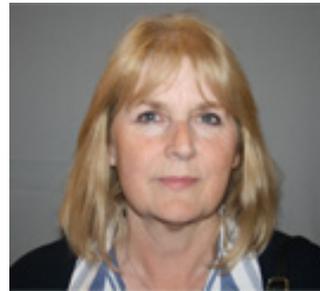


- *The Provider, Rosebank Care Home, Southport;*
- *Peter Moore, Head of Commissioning Support and Business Intelligence,*
- *Tina Wilkins, former Head of Adult Social Care;*
- *Neil Watson Commissioning Officer, Commissioning Support and Business Intelligence; and*
- *Debbie Campbell, Senior Democratic Services Officer.*

Thanks must also go to the Members of the Working Group who have worked hard and dedicated a great deal of time to this review, namely:-



***Councillor Linda Cluskey  
(Lead Member)***



***Councillor Lynne Thompson***



***Roger Hutchings  
Advisory Member  
Healthwatch Sefton***

## RECOMMENDATIONS

1. That the Head of Commissioning Support and Business Intelligence be requested to:-
  - (a) Consider proposals for fee levels, both in the current and next two financial years, in order to provide more stability for Providers with the proviso that such proposals are made within available resources and in line with previously agreed delegations in relation to the setting of Adult Social Care fees
  - (b) Give further consideration to paying Providers gross, as opposed to net of Service User financial contributions, for care placements.
  - (c) Establish a strategic group consisting of Adult Social Care and Commissioning officers, Providers and interest groups to:
    - (i) Assess future demands and needs, including those relating to other service areas such as Extra Care housing;
    - (ii) Ensure co-operative and collaborative working takes place;
    - (iii) Share good practice; and
    - (iv) Ensure that “working in silos” does not occur.
  - (d) Ensure joint working is continued between Commissioning, Adult Social Care and the Sefton Clinical Commissioning Groups, particularly with respect to joint quality, safeguarding and monitoring of services.
  - (e) Explore the potential to implement revised methods of monitoring care home services, including the use of Information Technology to record quality, performance and market capacity information.
  - (f) Continue to work as part of the Liverpool City Region to standardise approaches to information sharing, monitoring and contractual approaches.
  - (g) Continue to seek information from Providers, such as details of costs and charges, in order for the Council to better understand the care home market.
  - (h) Implement the decision to commission an external organisation to deliver the Quality Improvement Team service, as approved by the Cabinet at its meeting on 7 September 2017.



- (i) Continue to monitor and revise procedures, as necessary, relating to issues such as home closures, in order to improve working practices and implement any lessons learnt.
  - (j) Review documentation given to Service Users, Families, Carers and Advocates on topics such as paying, charging for services and needs assessment processes.
2. That the Senior Democratic Services Officer be requested to liaise with relevant officers in order to ensure that the Overview and Scrutiny Committee (Adult Social Care and Health) receives a six-monthly monitoring report, setting out progress made against each of the recommendations outlined above.



## Overview & Scrutiny



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**Sefton Council** 

