

*Scrutiny Review of Care Homes – Future Sustainability*

DRAFT

Report  
*December 2018*

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## **1.0 PURPOSE OF THE REPORT**

The purpose of the report, as outlined in the initial topic brief (at *Annex 1*) is to:

- Sustainability – gain an understanding of the Care Home sector in Halton, including how many homes, types of beds available, capacity, etc., for a clear picture of the sector;
- Consider the current pressures in Halton’s Care Home sector and focus on plans currently being considered in relation to future sustainability.
- Funding – consider the current fee rate model, and potential options being considered for future funding and commissioning models, including the impact of “top ups”;
- Consider Halton’s position in relation to quality in comparison to our close neighbours to understand the potential impact on our local market.
- Consider any additional/alternative approaches to address the future sustainability of the market.

## **2.0 STRUCTURE OF THE REPORT**

This report is structured with an introduction, a brief summary of the methodology followed by evidence, analysis with findings/conclusions and recommendations. The annexes include the topic brief, methodology detail and an action plan to capture the recommendations from the scrutiny review.

## **3.0 INTRODUCTION**

### **3.1 Reason the scrutiny review was commissioned**

In Halton there are 14 providers of care homes for older people, equating to a total of 654 beds, which includes 70% residential and 30% nursing. The demand on those beds is fairly high, and at any one time there is a vacancy rate of approximately 5%, compared to a national average of 10-15%.

Recently a number of concerns have been highlighted in relation to the future sustainability of this sector. The quality and financial challenge on the sector as a whole has resulted in some recent care home closures and the Local Authority has been able to support this by purchasing two care homes.

A new approach is being implemented to deliver on our vision to improve standards and sustainability in delivering outstanding care in Halton.

### 3.2 Policy and Performance Boards

This report was commissioned as a scrutiny working group for the Health Policy and Performance Board.

### 3.3 Membership of the Scrutiny Working Group

Membership of the Scrutiny Working Group included:

| Members  | Officers   |
|--|--|
| Cllr Joan Lowe (Chair)<br>Cllr Sandra Baker (Vice-Chair)<br>Cllr Margaret Horabin<br>Cllr June Roberts<br>Cllr Chris Loftus<br>Cllr Mark Dennett<br>Cllr Pauline Sinnott | Helen Moir – Divisional Manager for Independent Living Services<br>Emma Sutton-Thompson – Practice Manager for Policy, Performance and Customer Care |

### 4.0 Methodology Summary

This scrutiny review was conducted through a number of means:

- Monthly meetings of the scrutiny review topic group;
- Presentations by various key members of staff (detail of the presentations can be found in *Annex 2*);
- Presentations from external sources;
- Provision of information; and
- Family/carers consultation.

## **5.0 Evidence (summary of evidence gathered) and Analysis with findings/conclusions**

**5.1** The topic group began with the formal opening of Millbrow Care Home on 28<sup>th</sup> June 2018. Some members of the topic group were able to attend and also had the opportunity to have a guided tour of the home. Millbrow had been purchased by Halton Borough Council from the previous owners with the aim of becoming a Teaching Care Home in the future.

The first formal meeting of the group took place on 25<sup>th</sup> July 2018. During this meeting Debbie Downer, Policy Officer, gave a presentation to the group on the Care Home Development Project. The Halton Care Home Model vision is of outstanding care for all individuals who live in Halton care homes. Debbie explained that to enable Halton to achieve this vision we will need to:

- Provide excellent care every time to reinforce wellbeing and independence;
- Work with all partners to personalise services for the individual; and
- We will have strong leadership across the system to ensure a quality driven and sustainable sector, grounded in our community and led by excellent staff.

As part of the Care Home Development Project there are seven workstreams consisting of:

- Teaching Care Home;
- Enhanced Primary Care Support and Multi-Disciplinary Team;
- Better Use of Technology;
- Wellbeing;
- High Quality Care;
- Joined up commissioning and collaboration between health and social care; and
- Workforce development - Skilled Competent Workforce.

### **Conclusion**

The presentation was very detailed and comprehensive and gave the topic group a good understanding of the care home development project, the workstreams that were already progressing and areas to look into further.

### **Recommendations:**

- (i) Overall accreditation from HBC “score on the wall” that care homes can display in the home linked to the Teaching Care Home Project.**
- (ii) Standardised paperwork for all care homes that we contract with.**

## **5.2 How do we oversee the quality of Care Homes in Halton**

The topic group meeting on 25<sup>th</sup> September included representatives from Complex Care team, Independent Living Services and the Quality Assurance Team.

One of the main discussions focussed on family members/friends with relatives in care homes. In terms of the quality of care within care homes, there is no formal mechanism for them to share experiences or discuss their expectations.

The group discussed people with dementia in care homes, how quality of care is monitored and how safeguarding is monitored. Examples were given to the group in terms of staff understanding the person's behaviour as soon as they move into the home, so if there is any change in behaviour staff are mindful of this and have more knowledge as to whether something is not right and requires further investigation.

The group discussed activities for people with dementia in care homes and highlighted how important this is to increase the quality of life. Members particularly felt that music, appropriate TV/films/general media which is suitable for their age should be available if they want. Using a record player with vinyl records could bring back happy memories.

### **Conclusion**

The focus group was extremely useful for the group to hear the views of staff members working closely with care homes in Halton and how the quality of care is monitored. This gave the group a good understanding of both the formal mechanisms for monitoring the quality of care through the Quality Assurance team as well as the informal mechanisms that staff undertake on a day-to-day basis.

When considering family members/carers, it was clear that there are no formal mechanisms in place for them to share experiences with other family members/carers and staff, and to discuss expectations.

### **Recommendation:**

- (i) Consideration for residents with dementia on age appropriate viewing/listening on media that is available, for example music/TV/films/general media, as well as individual likes and wants.**
- (ii) *Develop an annual family member's event to give them a voice, share experiences and discuss their expectations.***

### 5.3 Best Practice in the North West

During the topic group meeting on 18<sup>th</sup> October, Paul Rowley, owner of Heathfield Residential Home in Grappenhall talked through his presentation. Heathfield is a small to medium residential home for ladies with 24 beds. It is family-owned; Paul and his wife have managed the home for 13 years. It is in a nice location in Grappenhall and is a Victorian building. Paul described a good day at the home into three main areas:

- Injecting positivity through the staff group – seeing the change in residents who come into the home isolated and unengaged to becoming involved and happy;
- Investing in the recruitment and retention of staff;
- Visitor's comments on how lovely the home looks and feels when you walk in.

Paul said that he focusses on having quality management systems in place, with various checks on a daily, weekly, monthly and quarterly basis in place. Paul explained that he has set up his own critical friend from a home-owner in another area. They informally visit each other's homes and give each other feedback.

#### **Conclusion**

After this meeting, the group were informed that Heathfield Residential Home did not have a CQC rating of outstanding for "Care", it was other domains. Members felt very strongly that this presentation, although good in its' own right, was not relevant to Halton due to various differences such as the types of people accessing the home in Grappenhall being more affluent and with less complex social care issues. The home owner was in a position to be able to "choose" his residents. The group concluded that this had not been the best choice of home to present to the group for Halton, and we should have looked further afield for a better comparator, with similar population/deprivation.

#### **Recommendation:**

- (i) ***Next Provider Forum meeting – ask if they would be interested in being a Critical Friend with another home within Halton. Could this be linked with CQC ratings when it gets to Amber. Part of the process of going in to support Amber rated homes.***

## 5.4 Local Care Quality Commission

During the November topic group meeting on 15<sup>th</sup> November, Fiona Bryan, Inspection Manager covering Cheshire East, Halton and Warrington gave two presentations to the group. The first presentation covered an update from CQC in terms of their new Chief Executive and future priorities, and how they want to work more collaboratively with the care sector. Fiona talked through CQC's priorities. With inadequate homes, they want to encourage improvement and expect providers to move forward. In terms of intelligence-driven approach, CQC have work to do within their own infrastructure. They have a new Chief Executive who wants improvements with digital information. CQC's budget will be reducing so they need to do more with less.

In relation to registration, and providers as legal entities, with some providers it is not clear/transparent. CQC want to work with providers so that information is clearer. With inspections and ratings, CQC need to be much quicker with publishing reports once inspections have been completed.

Fiona's second presentation was around Halton's Ratings Data Report for October 2018. This gave an overview of the current ratings for care homes in Halton, both residential and nursing.

### **Conclusion**

The presentation from Fiona was really interesting for the group to hear the changes being made within CQC, and the priorities that they will be focussing on. Members were pleased to hear that CQC is aiming to work more collaboratively with care homes and support inadequate homes by meeting up with them and asking for detailed action plans.

### **Recommendations:**

- (i) Keep abreast of National Guidance around sustainability, e.g. LGA green paper; and**
- (ii) We can do prevention in Adult Social Care and the work of the Health Improvement Team, but with an ageing population we require more funding from central government for the future sustainability of adult social care.**

## 5.5 Family Members' Consultation

As part of the scrutiny review the topic group consulted with approximately 20 family members from Millbrow Care Home. A meeting took place at Millbrow on 7<sup>th</sup> November 2018. The meeting discussed the future of Millbrow and plans around becoming a teaching

care home and what the family's views were since HBC took over the home. Their comments mainly focussed around staff – need to have enough staff to provide care. There are already six staff plus nurses, but families felt this should be more. Staff needed time to support people with dignity. There was no fear of reprisals, family members felt they could talk. They also discussed technology in care homes, including falls detectors to help staff so they can spend more time on other duties. Activities and keeping people active was highlighted as a key point. Millbrow has a great activities co-ordinator there, there is always something going on. One comment included that all care homes should return to the local authority – family members could feel the difference between when it was privately owned to when the LA owned it. Investing in staff is key. Good that the council want to improve services in care homes. Agency staff don't have the same commitment as permanent staff.

### **Conclusion**

As discussed in 5.2 above, engaging with family members/carers and service-users is paramount to improving the quality of care in homes.

### **Recommendation:**

- (i) Develop an annual family member's event to give them a voice, share experiences and discuss their expectations.***



## **6.0 Overall Conclusion**

This scrutiny review has been both a successful and a worthwhile exercise in terms of covering all the outputs and outcomes from the initial topic brief and gaining a thorough knowledge of Care Homes – Future Sustainability.

It is clear from the scrutiny review that there is already much work being covered by the Care Home Development Project in terms of the future sustainability of the care home sector and the group fully endorses the work of this project group.

The topic group recognises the current challenges that Halton are facing with the demand on the care home sector, which is also a national trend, and feel that further funding into this sector from central government is vital. The anticipation of the green paper on older people's services is paramount, although delays in its publication are expected yet again due to the Brexit negotiations.

The topic group wanted to give their thanks to the managers and staff working within the care homes in Halton that we have recently taken over the management of. The group is aware of the difficulties and challenges that staff face on a day-to-day basis, and wanted to thank them for their hard work and continued committed to raising the quality of care in Halton.

On reflection, the topic group would have preferred a visit or presentation from a CQC outstanding rated care home in a similar borough to Halton so that real comparisons could have been made.

The group have identified seven recommendations which are attached at Annex 5.

|                            |   |
|----------------------------|---|
| <b>Topic Title:</b>        | Care Homes – Future Sustainability                          |
| <b>Officer Lead:</b>       | Helen Moir, Divisional Manager, Independent Living Services |
| <b>Planned start date:</b> | June 2018   |
| <b>Target PPB Meeting:</b> | March 2019  |

### **Topic Description and scope:**

The Care Home sector nationally has highlighted a number of significant challenges, including capacity, quality and finances. This is replicated locally, and a number of work streams are in place to address these challenges. This topic focusses on the current approach in Halton, and will review future plans to address the local challenges.

### **Why this topic was chosen:**

In Halton there are 15 providers of care homes, equating to a total of 674 beds, which includes 70% residential and 30% nursing. The demand on those beds is fairly high, and at any one time there is a vacancy rate of approximately 5%, compared to a national average of 10-15%.

Recently a number of concerns have been highlighted in relation to the future sustainability of this sector. The quality and financial challenge on the sector as a whole has resulted in some recent care home closures and the Local Authority has been able to support this by purchasing two care homes.

A new approach is being implemented to deliver on our vision to improve standards and sustainability in delivering outstanding care in Halton.

### **Key outputs and outcomes sought:**

- Sustainability – gain an understanding of the Care Home sector in Halton, including how many homes, types of beds available, capacity, etc., for a clear picture of the sector;
- Consider the current pressures in Halton’s Care Home sector and focus on plans currently being considered in relation to future sustainability.
- Funding – consider the current fee rate model, and potential options being considered for future funding and commissioning models, including the impact of “top ups”;
- Consider Halton’s position in relation to quality in comparison to our close neighbours to understand the potential impact on our local market.
- Consider any additional/alternative approaches to address the future sustainability of the market.

**Which of Halton’s 5 strategic priorities this topic addresses and the key objectives and improvement targets it will help to achieve:**

**A Healthy Halton**

To improve the health and wellbeing of Halton people so they live longer, healthier and happier lives.

**Nature of expected/desired PPB input:**

Member led scrutiny review of the current approach to Market management of the care home sector in Halton.

**Preferred mode of operation:**

- Attend formal opening of Millbrow Care Home on 28<sup>th</sup> June that HBC have recently purchased;
- Focus group with internal adult social care staff – “how do we oversee the quality of care homes”;
- Meetings with/presentations from relevant officers within the Council/Health Services and partner agencies to examine current practices regarding future sustainability;
- Benchmark against Halton’s neighbouring Authorities and wider through the ADASS area to examine other commissioning models and how they compare to Halton’s approach;
- Invite representative from the Local Care Home Owners to provide their perspective on the current approach in Halton;
- Undertake some site visits to homes in Halton; and
- Invite Local Care Quality Commission (CQC) to talk through their role and views on Halton Care Homes.

**Agreed and signed by:**

**PPB chair** .....

**Officer** .....

**Date** .....

**Date** .....

**a) Presentations**

The following officers gave presentations as part of this scrutiny review:

| <b>Name of officer</b>   | <b>Title of Presentation</b>   |
|--|--|
| Debbie Downer, Policy Officer  | Care Home Development Project  |
| Debbie O'Connor, Principal Manager<br>Complex Care Team Runcorn<br>Wendy Walmsley, Principal Manager Oak Meadow<br>Benitta Kay, Quality Assurance Team Manager | Discussion forum "How do we oversee the quality of care homes in Halton" |
| Paul Rowley, Owner of Heathfield Residential Home, Grappenhall, Warrington   | "What does an Outstanding Care Home look like?"                          |
| Jacquii Costigan, Registered Manager, Oak Meadow<br>Lynne Moss, Practice Manager, Millbrow Care Home<br>Wendy Walmsley, Principal Manager Oak Meadow           | Discussion re: "Their perspective on the current approach in Halton"     |
| Fiona Bryan, Inspection Manager, Care Quality Commission   | CQC's role and their view of care homes in Halton.                       |

**ADASS North West Monthly CQC Data Update – October 2018**



CQC%20Data.pdf

**The Lives we want to Lead** – Findings, implications and recommendations on the LGA green paper for adult social care and wellbeing – LGA consultation response.

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**CARE HOMES – FUTURE SUSTAINABILITY SCRUTINY REVIEW  
ACTION PLAN**

**ANNEX 4**

| Action No. | Action   | Responsible person            | Timescale | Progress |
|------------|--|-------------------------------|-----------|----------|
| 1          | Overall accreditation from HBC “score on the wall” that care homes can display in the home linked to the Teaching Care Home Project.   | Helen Moir                    |           |          |
| 2          | Standardised paperwork for all care homes that we contract with.   | Care Home Development Project |           |          |
| 3          | Consideration for residents with dementia on age appropriate viewing/listening on media that is available, for example music/TV/films/general media, as well as individual likes and wants.  |                               |           |          |
| 4          | Develop an annual family member’s event to give them a voice, share experiences and discuss their expectations.  | Helen Moir                    |           |          |
| 5          | Next Provider Forum meeting – ask if they would be interested in being a Critical Friend with another home within Halton. Could this be linked with CQC ratings when it gets to Amber. Part of the process of going in to support Amber rated homes. | Benitta Kay                   |           |          |
| 6          | Keep abreast of National Guidance around   | Emma Sutton-                  |           |          |

|   |  |          |  |  |
|---|--|----------|--|--|
|   | sustainability, e.g. LGA green paper   | Thompson |  |  |
| 7 | We can do prevention in Adult Social Care and the work of the Health Improvement Team, but with an ageing population we require more funding from central government for the future sustainability of adult social care. |          |  |  |

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