

---

**Home Care  
Capacity and Delivery**

**Health, Care and Wellbeing  
Scrutiny Committee  
20<sup>th</sup> November 2023**

# Content

## 1. Home Care

- a. Market capacity and demand
- b. Challenges and Opportunities
- c. Self Funders

## 2. Discharge to Assess

- a. Demand for home care following discharge from hospital
- b. Review of processes and service model
- c. Winter readiness

## 3. Shared Lives

- a. Service overview
- b. Shared Lives Plus / Service Developments

# Home Care

# Legislative Framework

## 1. The Care Act 2014

- a. Duty on Local Authorities to meet assessed eligible care and support needs
  - Direct provision or commissioning of care and support
  - Direct Payment / enabling the person to purchase own care and support
  - A combination of the above
- b. Types of Service include:
  - Accommodation in a care home or other premises
  - Support at home or in the community
  - Counselling or other type of social work
  - Goods and facilities
  - Information, advice and advocacy
- c. Market Shaping and Market Management
  - Sustainable and diverse markets
  - Improving quality and choice
  - Better, innovative and cost effective outcomes

## Key Facts

- Herefordshire
  - 49 providers
  - 2,200 people (includes some cross border provision)
- Herefordshire Council
  - 34 framework providers (existing and legacy)
  - 600 people
  - 8,000 hours
- Home Care = support with:
  - Personal Care
  - Medication
  - Activities of daily living
  - Accessing community
- Personal Care = regulated activity / CQC registered service

## Commissioning History / Arrangements (1)

- Pre November 2021
  - care@home approved provider list (legacy providers)
  - 28 active providers
  - Freedom to operate across the County
  - Over provision in some areas / Under provision in others
- November 2021
  - New Home Care Framework (Framework 1)
  - 4 geographical areas / 4 Lots
  - Numbers of providers in each areas restricted
  - Providers limited to operating in 2 areas only
  - 11 providers appointed to the framework

# Home Care Framework Providers – Areas



Key	
Area	Location
1	Hereford City North and Surrounding Rural <b>(6 providers)</b>
2	Hereford City South and Surrounding Rural including Golden Valley <b>(3 providers)</b>
3	East and South including Bromyard, Ross and Ledbury <b>(4 providers)</b>
4	North and West including Leominster, Kington and Weobley <b>(5 providers)</b>

## Commissioning History / Arrangements (2)

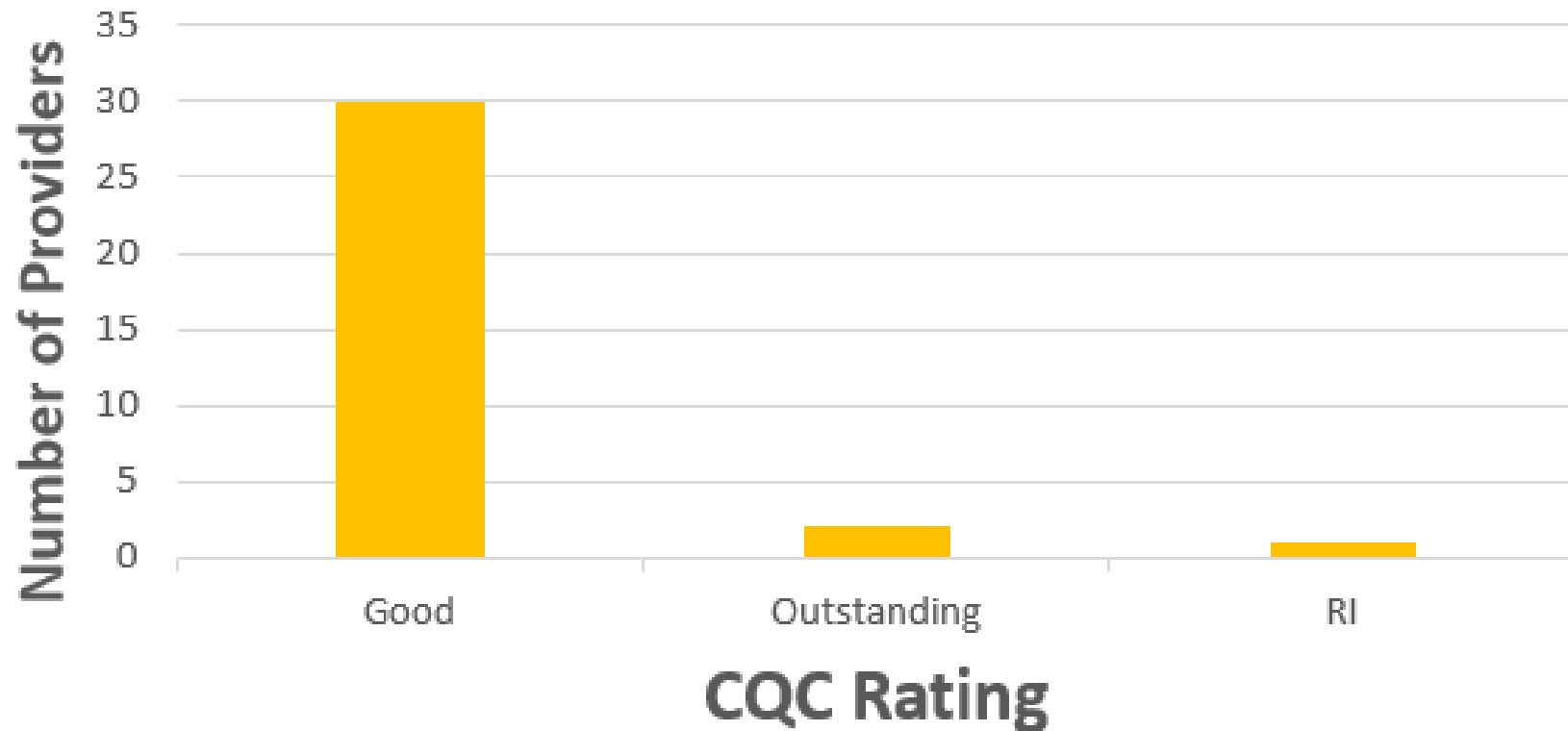
- Continued challenges of insufficient capacity to meet demand
  - Recruitment and Retention
  - Impact of Covid on care workforce
  - Brexit
- November 2022
  - Decision to open Secondary Framework (Framework 2)
  - Option to open up to providers to join on a periodic basis
  - Opened to providers Dec 2022, Feb 2023, May 2023
  - Additional 11 providers joined framework to date
  - Provided necessary additional capacity in market
  - Contributed to a reduction in waiting lists (100 April 23 to 24 by Nov 2023)
  - Providers still establishing and growing business in Herefordshire



## Current Provider Landscape

Provider Type	Number of Providers	Number of Clients	Number of Hours
Framework 1	11	469	6913
Framework 2	11	85	1023
Legacy	12	49	1048

# Overview of Quality of Provision



Herefordshire Home Care Providers  
Framework F1 and F2 and Legacy (Commissioned)

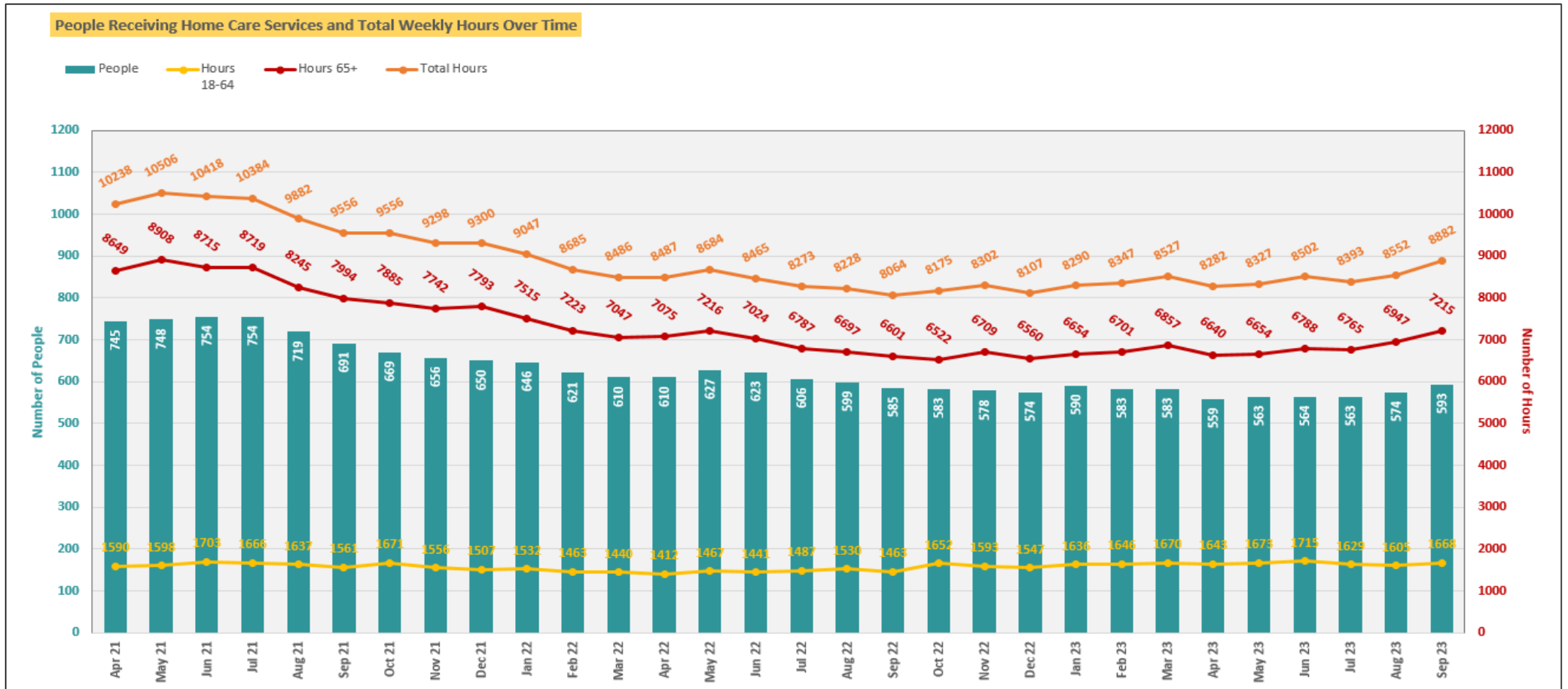
## Legacy Provision

	September 2022	September 2023	% Difference
Number of providers	14	11	15%
Number of customers	76	54	29%
Number of weekly hours	1268	1091	14%

## Apr 2021 estimated demand to Sep 2023 delivery

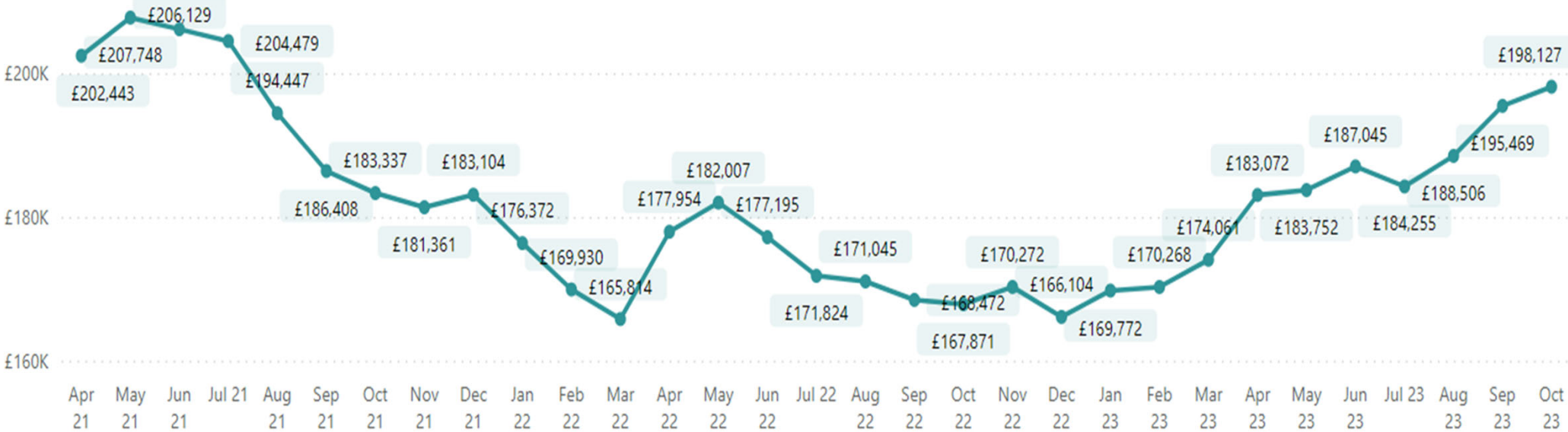
LOT (Area)		Estimate Apr 21	Actual Apr 21	Actual Sep 23	% Difference
<b>Total</b>	<b>PEOPLE</b>	<b>710</b>	<b>559</b>	<b>593</b>	83.5
<b>Total</b>	<b>HOURS</b>	<b>9000</b>	<b>8282</b>	<b>8882</b>	98.7
<b>Hereford City North and surrounding Rural</b>	PEOPLE	230	175	178	77.4
<b>Hereford City North and surrounding Rural</b>	HOURS	3000	2634	2776	92.5
<b>Hereford City South, Rural and Golden Valley</b>	PEOPLE	110	79	90	81.8
<b>Hereford City South, Rural and Golden Valley</b>	HOURS	1500	1234	1457	97.1
<b>East (Ross on Wye, Ledbury and Bromyard)</b>	PEOPLE	160	120	139	86.9
<b>East (Ross on Wye, Ledbury and Bromyard)</b>	HOURS	2000	1818	1984	99.2
<b>North and West (Leominster and Kington)</b>	PEOPLE	210	177	177	84.3
<b>North and West (Leominster and Kington)</b>	HOURS	2600	2,511	2579	99.2

# Commissioned Home Care Customers and Weekly Hours



# Weekly Cost of Commissioned Home Care

Home Care Placements By Trend in Cost



## Community Waiting List for Home Care

- Numbers on the waiting list over last 7 months
  - 18 April 2023 – 100 individuals
  - 7 November 2023 – 32 individuals
  - 14 November – 24 individuals
- Mix of alternative support:
  - Home First
  - Short Term care home placement
  - Informal carers - Family / friends
- Impact
  - Strain on informal care network / Family / Friends
  - Impact on relationships
  - Distress of temporary move away from home environment
  - Costs of alternative provision
  - Impact on staff – management of risk / seeking alternative temporary provision / market development

# Challenges

## 1. Recruitment and Retention (National Issue)

- Difficulty competing with other sectors re pay and conditions
- Nature of the work/driver
- International recruitment – incoming to county

## 2. Demographics (National issue)

- High number of older people (26% compared with average 19% England & Wales)
- Over 65 population continuing to increase at a high rate and over 85's more rapidly
- High number of older working age adults
- Low proportion of younger working age adults

## 3. Rural sparsity and geography of the county (Local Issue)

- 4<sup>th</sup> lowest population density in England
- 53% population live in rural areas
- Rural areas more people of older working age and retirement age
- Poor Road Networks and Isolated properties

## 4. Large private funder market (Local Issue)

- not just personal care,
- council has approximately one third of the market / affects ability to understand and influence market
- providers can 'cherry pick' the work



## Response to Challenges

- Introduction of Secondary Framework
- Support with Recruitment and retention
  - Herefordshire Cares
  - WMADASS support with recruitment of overseas workers
- Improving relationships with the sector
  - Provider events, forums and meetings
  - You said – we did approach to problem solving
  - Co-producing solutions
- Strengthening links with talk communities
  - Drop in use of community hubs
  - Trusted neighbour initiative
  - Improved signposting to community activities
- Management of risks re insufficient capacity / waiting lists
  - Risk management activities undertaken by operational Social Care Delivery Teams
  - Periodic reopening of the Secondary Framework
  - Case prioritisation for Home First delivery
  - Mini competition for a bundle of difficult to source packages
  - Use of spot / low value contracts

## Future Plans and Next Steps

- Planning for recommissioning of Home Care
  - Current frameworks end November 2025
  - Minimum lead in time 12 months
- Project to review and further develop home care solutions
  - Reviewing existing model of delivery, good practice
  - Options appraisals and business case development
  - Implement new models such as personal assistants and micro provider developments
  - Focus on maximising independence
  - Use of technology and equipment and adaptations
- Immediate next steps
  - Maintain and continue to build relationships
  - Continued on boarding of new secondary framework providers
  - Building capacity with providers to develop rounds
  - Increased utilisation of community assets for care staff
  - Partnership working with Home First

# Discharge to Assess Home Care

# Background

- Discharge to Assess (D2A) introduced March 2020
  - Response to Covid pandemic
  - Expedite hospital discharges
- Health and Care Act 2022
  - Revoked previous requirements to assess long term needs prior to discharge
  - Duty for NHS trusts to involve patients and carers in discharge planning a.s.a.p.
- Hospital Discharge and Community Support Guidance – July 2022
  - Expectation that system partners implement D2A, home first approach
  - Evidence that most effective way to ensure safe discharge
  - Assessment of longer term / end of life care – post discharge when able to accurately assess longer term needs

# Pathways

- Pathway 0 – No additional support
  - a. Person returns to usual place of residence (including care home)
- Pathway 1 – Additional support at home / usual residence
  - a. Person returns to usual place of residence with additional short term support
- Pathway 2 – Rehabilitation or reablement in a care home setting
- Pathway 3 – Long term care
- Pathway 4 – Continuing Health Care (local pathway)

# Services

- Service that currently support D2A:
  - Block contract with Ledbury Intermediate Care Unit (nursing care beds)
  - Block contract with Hillside (residential care beds)
  - Care Home Provision within the market (discharge to long term placements and some short stay provision)
  - Home First (reablement and rapid discharge home)
  - Home Care Services within the market (discharge to long term placements and some short stay provision)

# Demand

- Analysis of 2022 Activity indicates approx.:
  - 870 referrals to Home First
  - 140 referrals for Home Care
  - 300 Referrals to Home First screened out as inappropriate
  - 370 D2A placement commenced with Home First
  - 170 D2A placements commenced with Home Care providers
- Best Estimates of required future activity
  - Between 500 – 550 people requiring D2A support at home
  - Average package size of 10 – 14 hours per week
  - Between 5,000 and 7,700 hours per week required
  - Significant part of overall home care delivery model (long term packages circa 600 individuals and 8,000 hours per week)
  - There will likely be peaks and troughs in flow

# Capacity

- Home First block contract – 3 elements of support:
  - Crisis support for individuals referred through the Community Integrated Response Hub
  - Crisis support and reablement support for individuals referred from the council's Locality Social Care Delivery teams
  - Rapid response and reablement support for individuals being discharged from hospital

Note: also support a small number of individuals on a longer term basis where hard to place
- If home first operating at max capacity could support all discharges to home (reablement and rapid discharge) based on:
  - 40% capacity on D2A
  - 70% contact time
  - Average package size 10 hours per week
  - Max length of stay 4 weeks



# Winter Readiness / Preparation

- Revised D2A processes and delivery model
  - Accelerating pathway 3 process remodelling
  - Multidisciplinary project group established
  - Getting people into LT care provision quickly
  - Supporting Self funders to access long term care
- Revised service delivery model
  - Hoople service re-specification and Service Level Agreements
  - Improved management of Referrals
  - Identification of alternative provision in the market for over stayers
  - Reviewing rotas and staff shift patterns
  - Introduction of charging for long stay clients
- LA Urgent and Emergency Care Fund £413,161
  - Proposal for use to increase broker capacity, support Social Worker weekend working, additional commissioning capacity, partial funding of block beds
  - Approval to proceed received 10/11/2023



# Shared Lives

# Background

- Shared Lives
  - Person centred care and support
  - Shared Lives Provider (carer) shares their life, home and interests with someone eligible for social care
  - Enables person to live safely and comfortably in a home and community of their choice
  - long and short term arrangements
  - Also offer shared days
- Herefordshire Shared Lives Service:
  - Insourced to Herefordshire Council 2018
  - Not regulated in relation to accommodation
  - CQC registered service – regulated in relation to personal care
  - Registered Manager legally responsible for quality and safety and duty to monitor care and safeguard those receiving care
  - Assess and approve shared lives providers
  - Support clients to agree and review individualised plans

## Key Facts (1)

Description	Numbers
Shared Lives Households	46
Approved Shared Lives Carers	67
Approved support carers who can step in to support in main carers home only)	18
Number of Long term arrangements	60
Number of Short breaks arrangements (living at home)	12
of which urgent response to a crisis	4
Number of Short breaks arrangements (people living within Shared Lives also having a short breaks arrangement	10

## Key Facts (2)

Primary Diagnosis	Percentage
Learning Disability	56%
Learning Disability and Autistic Spectrum (dual diagnosis)	30%
Mental Health	10%
Acquired Brain Injury	4%

# Challenges and response

- Supporting providers to adapt to changes in legislation:
  - Recruitment of additional team members
  - Robust plan and quarterly monitoring visits
  - Development of local Shared Lives panel and collaboration with West Midlands regional panel to support approval, re-approval and de-approval of providers
- Low morale of Shared Lives carers.
  - Implementing an increase to Board and Lodgings payments with an undertaking to uplift annually in line with benefits increases.
  - The introduction of carer paid breaks of up to 28 days per year
- Inconsistent effective engagement with Shared Lives providers
  - the establishment of Herefordshire Shared Lives Friends group under the leadership of one Shared Lives carers
- Age profile of carers and recruitment challenges
  - Looking for alternative ways to attract new carers
  - Web site development
- Increasing awareness of shared lives
  - Attendance at team meetings and partnership approach

# Future Plans – Shared Lives Plus Review

- Working with Shared Lives Plus to:
  - Review the scheme in Herefordshire (including engagement with carers , staff and other stakeholders
  - Support development and implement strategy of growth, development and diversification
- Finding of the review anticipated to include:
  - The Scheme ‘CQC Mock Inspection’ Review
  - The Carer Review
  - The Lived Experience Session
  - Cost Benefit Report
- Next Steps
  - Dissemination of agreed report mid-November
  - ‘Visioning Workshop 24/11/2023

# Future Plans – Homeshare Feasibility Study

- Homeshare model:
  - Brings together people with spare rooms and people who are happy chat and lend a hand around the house in return for accommodation
  - Householders and Homesharers share home life, time, skills and experiences
- Reported Benefits:
  - helps a person/s stay independently at home for longer (Householders)
  - provides affordable accommodation at a time of record housing shortages and high rent (Homesharers)
  - provides individuals and their families peace of mind
- Stakeholder engagement currently underway