

Response to the report of the Health and Social Care Committee about Residential Care for Older People in Wales

Key recommendation 1:

The Social Services and Well-being (Wales) Act recognises the importance of access to advocacy support for all ages by embedding consideration of people's needs for advocacy, as part of a co-ordinated framework for identifying and helping those with care and support needs.

A code of practice about the exercise of social services functions in relation to advocacy (under part 10 and related parts of the Act) has been co-produced by a technical group with a broad range of stakeholders.

The Social Services and Well-being (Wales) Act introduces adult protection and support orders authorised by the courts to enable a local authority officer to enter a property to speak in private with someone who may be at risk to ascertain whether a person is making decisions freely.

The Commissioner for Older People has recognised, in her report *A Place to Call Home*, that independent advocacy is important in ensuring older people are able to make informed decisions about their future care and support needs.

Key recommendation 2:

There is currently a requirement for information to be made available to all individuals moving into residential care in Wales, this is for all people and would therefore include self funders.

The Social Services and Well-being (Wales) Act includes a statutory requirement for the provision of information, advice and assistance and for this to be in a form that is accessible for the individual. This requirement will be strengthened on a legal basis through the Regulation and Inspection of Social Care (Wales) Bill.

It is also the intention for a welcome pack to be produced and issued as part of the development of the regulations and codes of practice that will underpin the Bill. Work to address recommendations in this and the Commissioner for Older People's review will be undertaken through the Care Homes Steering Group and good practice work stream.

Signposting and referring will provide individuals with choices about the support and services available in their local area. This will provide an opportunity to talk through options and be advised about what is most likely to meet their particular care and support needs, as well as discussing what resources the individual has available to secure this support. The service is open to everyone, whatever their circumstances, including if they choose to fund their own care.

The recommendation will be considered alongside the requirement in the Regulation and Inspection of Social Care (Wales) Bill in terms of what should be in statutory regulations and codes of practice and what should be good practice guidance.

Key recommendation 3:

The Social Services and Well-being (Wales) Act places a duty on local authorities to assess an individual's (adult or child) need for care and support, and a carer's need for support. The assessment process will support an individual to identify what care and support they may need to achieve their personal outcomes. The assessment process is proportionate and responsive to people's needs and places an emphasis on strengths and capabilities and focuses on enabling services.

The national assessment and eligibility tool provides a consistent framework for the assessment of children, adults and carers. This is set out in the code of practice in part 3 of the Act (assessing the needs of individuals).

The integrated assessment, planning and review arrangements for older people were issued in December 2013 to replace the unified assessment process (UAP) for people aged 65 and over. The development of this guidance involved engagement with stakeholders and was a direct response to calls from professionals to simplify the process and place people at the centre of that process.

The integrated assessment provides a practical guide to support local authorities, health boards and their partners to deliver an integrated response for older people in Wales. In particular, the guidance requires the appointment of a named lead professional to co-ordinate and manage the assessment process and, most importantly, to ensure any problems or difficulties in the co-ordination or completion of an assessment are resolved.

This work sets the foundation for the model of assessment and care planning under the Social Services and Well-being (Wales) Act. The regulations and codes of practice under part 3 and 4 of the Act require a named individual to co-ordinate the assessment and co-ordinate the care plan on the care and support needs of people with a focus on improving wellbeing.

Key recommendation 4:

Our population in Wales is increasing and getting older with more people being diagnosed with one or more long-term health conditions, such as dementia. Consequently, the needs of frail and older people are increasing.

The Welsh Government is committed to providing a health and care system designed around providing preventative and ongoing care to meet individuals' needs in their local communities, as close to their homes as possible.

The Welsh Government's primary care plan places an emphasis on health boards moving their resources towards primary and community-based care, supported by hospitals and other services. Importantly, it is about coordinating

access for people to the wide range of services in the local community to help meet their health and wellbeing needs.

The Welsh Government has a suite of delivery plans which articulate the priorities for major health conditions such as heart disease, stroke, diabetes, end-of-life care, mental health. These plans are used as vehicles to develop a strong primary and community care service and include actions around management and self-management of conditions.

The plans will be refreshed next year and extended to 2020. This is an opportunity to ensure they reflect the move towards community-based care. Priorities within each delivery plan are driven forward by an implementation group comprising of health board, third sector and Welsh Government representatives. The delivery plans priorities are also aligned with health boards' integrated medium-term plans and form part of the NHS Outcome Framework.

The Welsh Government has made a commitment that if a person has a long-term health condition they will be offered a care plan if they want one. A care plan is an agreement between the individual and the healthcare professional about what is needed to help them manage their day-to-day life and can be a written document which they keep or a verbal agreement recorded in their notes.

In May 2014, the *Framework for Agreeing Care with People Who Have Long-Term Conditions* was published, which explains what a care plan is and highlights some of the benefits for both individuals and professionals. This year, a public leaflet, produced in partnership with the Long-Term Conditions Alliance was published on the Welsh Government website.

Key recommendation 5:

The Social Services and Well-being (Wales) Act has prevention and early intervention at its core, including reablement.

The Welsh Government's budget for 2014/15 included proposals to establish a one-year £50m Intermediate Care Fund (ICF) to maximise support and independence for frail and elderly people requiring intermediate care. An additional £20m was available in 2015/16 and a further £50m funding will be available for 2016/17.

Social services, in collaboration with health, housing, third and independent sector partners formed regional partnerships to develop and deliver proposals for funding from the ICF. As a result, new and innovative models of service delivery, care and support, including reablement, have been developed.

The ICF has supported a range of different models of care and support including preventative and reablement solutions, single points of access, housing and telecare improvements, rapid response teams, dementia care and seven-day social work support. We have seen increased capacity in the care system and improved consistency in the provision of services within

regions as a result of ICF funding. This could only be achieved through the culture of collaboration and partnership-working promoted through the ICF.

All regions have reported that the ICF has significantly enabled the development of a culture of collaboration and partnership working. It has also provided increased capacity, improved consistency of the provision of services within regions and facilitated more shared learning across regions.

Key recommendation 6:

The Care Homes Steering Group will be looking at good practice within the care home sector as part of its work programme. This will primarily be taken forward by the good practice workstream. The group will be looking at good practice and new models of care provision. This will include how residents (possibly through resident forums) and their families can be more actively engaged in how care and support is provided to ensure it meets their needs.

The National Commissioning Board has a key role in setting clear standards and guidelines for the commissioning of services. It will consider how the good practice identified by the Care Homes Steering group gets translated into standard practice.

The Social Services and Well-being (Wales) Act 2014, transforms the way social services are delivered, primarily by promoting people's independence to give them a stronger voice. Integration and simplification of the law will also provide greater consistency and clarity to people who use social services, their carers and family, local authority staff and their partner organisations, the courts and the judiciary. The Act promotes equality, improvements in the quality of services and the provision of information people receive, and a shared focus on prevention and early intervention.

The information, advice and assistance service will be an accessible service which provides people with information about how the care system works and other matters that would enable someone to plan how to meet their care and support needs. Signposting and referring will provide individuals including those who fund their own care, with choices about the support and services available in their local area.

Key recommendation 7:

Involving and encouraging individuals to take an active role in maintaining and improving their health and wellbeing will ensure care home the residents remain independent.

The Care Home Review Steering group is looking at what quality, person-centred care means in practice and the good practice work stream will be pulling together practical guidance and case studies of what is working across Wales. This includes looking at mealtimes as a social event by involving family or friends or examples where residents are engaged in practical work, such as helping to prepare meals.

To support this there is a range of work being taken forward through the national plan for primary care. This includes identifying and meeting the needs of all people, including those who live in care homes to sustain and improve their health and wellbeing. Delivery against the national plan will be monitored and made publicly available so people can see the progress being made. The timescale for this work is still being developed

A review of the General Medical Services (GMS) enhanced service provision will take account of the detailed recommendations made by the Older People's Commissioner. It is anticipated the revised enhanced service provision for care homes will be applied from April 2016. The outcome of the enhanced service will be reviewed annually. The GMS review includes proposals for a new holistic admissions assessment of residents' mental and physical health to be provided within 28 days of admission and a comprehensive annual review, together with at least one medication review. End-of-life care will be a feature of the review. It is intended GPs will have a register of patients who are considered to be in the last 12 months of their lives. This will enable person-centred care to be arranged; a plan to set out appropriate care and treatment and help to support the individual to die in their preferred place. Care homes will have access to specialist palliative care teams.

Key recommendation 8:

The workforce workstream of the Care Home Steering Group will be considering issues in relation to the workforce, including training and development across the NHS and other sectors, including social care.

The Welsh Government will map the existing training provision consider existing research in a bid to address variations in quality of and access to training by setting out a framework using evidence-based approaches. This will enable signposting to the appropriate training provision.

The Care Council for Wales has undertaken an in-depth survey to find out more about the characteristics, motivation and views of the workforce, which makes up the largest proportion of care workers in Wales. It has also commissioned a learning framework and resource for social care workers working with people affected by dementia.

The Welsh Government will work with the Care Council and Care Forum Wales to determine whether there should be agreed outcomes for training the workforce to standardise qualifications.

Key recommendation 9:

The Regulation and Inspection of Social Care (Wales) Bill will establish the framework within which care homes must operate. This will include standards of care for integrated and co-ordinated physical care, including sensory deficits, oral health, dietary wellbeing, physical exercise, mental health needs, such as dementia, social interaction and preventative care.

The Bill clearly sets out the categories of service that must be registered, including care homes. It will be the responsibility of the provider of registered services, including care homes, to set out in their “statement of purpose”, details of the services they provide and how they will meet the needs of people who use the service. The service will be inspected against their ability to meet the needs of residents based upon their “statement of purpose”.

As the code and statutory guidance is developed we will need to be specific about the requirements of different types of service and meeting specific need. The regulator will need a system to discriminate between the different types of service and inspect accordingly.

It will be the responsibility of the provider to ensure that arrangements, including suitably trained and skilled staff, are in place to meet the needs of individuals living at the care home. This approach will remove the necessity for people to move from a care home just because they have received a diagnosis of dementia

The Welsh Government will be working with Public Health Wales and professionals to undertake awareness and training of the needs of people with dementia in a care home setting.

Key recommendation 10:

There is a requirement in the Regulation and Inspection of Social Care (Wales) Bill for local authorities to prepare an annual market stability report, which will look at the future supply and demand. There will also be a national approach and report on the market prepared by regulators.

Providers will be expected to report annually to the local authority, as the commissioner of services, about how they are meeting their targets in terms of their financial stability as well as the quality and quantity of care they are providing.

The National Commissioning Board is currently undertaking a market analysis exercise with regard to residential and nursing home provision across Wales. The market analysis will provide a detailed picture of current provision as well as identifying any significant gaps. This will enable local authorities and health boards to work alongside national and local providers to determine the type of provision needed in the medium term and to identify areas where alternative models of service delivery may be appropriate.

Key recommendation 11:

The Older People’s Commissioner, at the request of the then Deputy Minister for Social Services, convened a task and finish group to look at the extant guidance on care home closure, *Escalating Concerns*. Due to the developments in relation to the Social Services and Well-being (Wales) Act and the Regulation and Inspection of Social Care (Wales) Bill, the Commissioner has been asked to re-engage with the group and consider any further changes required to the guidance.

The Commissioner has written to all members asking for their feedback and will be considering and putting further advice to Welsh Government in the New Year.

Key recommendation 12:

The Welsh Government has previously had an extra care housing capital programme. Since 2011, the development of extra care housing has been part of the wider Social Housing Grant arrangements and providers and developers have sought other forms of public and private capital investment. More recently, the use of intermediate care flats within extra care facilities has been a feature of the Intermediate Care Fund (ICF).

The Welsh Government's Intermediate Care Fund was established to provide support for older people to maintain their independence. The fund has enabled the development of regional partnerships across social services, health, housing and the third and independent sectors. Each has delivered a range of schemes, such as helping to reduce the number of falls, which are common among older people, by installing hand rails. Larger initiatives, such as intermediate care flats within extra care facilities have helped people access a range of health and social care services under one roof and avoid unnecessary admissions to hospital. This allows a hospital bed to remain free, while the individual continues to receive short-term care.

There will be further joint work led by the Welsh Government's housing directorate to consider the development of a specific housing strategy for older people in Wales. This task and finish group will include representation from local authorities, health, housing and older people and will also include representation from registered social landlords and private developers to ensure a whole system approach is taken. This group will consider the provision of housing with support for older people; this will include the role of and impact of extra care housing across Wales.

Key recommendation 13:

Through the Intermediate Care Fund (ICF), funding has been invested to support access to integrated health and social care so more people are being cared for at or near home, avoiding unnecessary hospital admissions or delayed discharges from hospital. £50m was made available for 2014/15, with £20m for 2015/16 and there will be £50m available for 2016/17.

The ICF has supported a range of different models of care and support, including preventative and reablement solutions, single points of access, housing and telecare improvements, rapid response teams, dementia care and seven-day social work support. As a result, we have seen increased capacity in the care system, improved consistency of the provision of services within regions. This could only be achieved through the culture of collaboration and partnership working promoted through the ICF.

The ICF has been managed at a regional level, with a lead local authority working with other partners to develop and ensure delivery of proposals and projects. Examples of some of the projects funded through ICF include:

- Single point of access to co-ordinate the range of services available across the public sector and third sector to support older people to maintain their independence;
- Creation of a Smart House to raise awareness and provide an opportunity for older people and their family to see and try out what can be provided in the home environment;
- Visual and hearing impairment project to support independent living;
- An integrated @home service focusing on maintaining independence at home and avoiding hospital admission;
- Extension of the Butterfly project to improve practice for older people with dementia – to cover more residential and nursing homes as well as extending to domiciliary care;
- Developing and piloting seven-day services to focus on admission prevention and early discharge support;
- Rapid response teams (including virtual wards);
- Reablement services including occupational therapists to support independence at home;
- Step-up shelter housing;
- Third sector better-at-home care scheme;
- Care and repair provision on a rapid response basis;
- Third sector support to develop twilight services during immediate home from hospital period;
- Development of new health and social care worker role;
- Establishment of intermediate care flats and dementia 'move-on' flats.

In addition, section 16 of the Social Services and Well-being (Wales) Act places a duty on local authorities to promote, in their area, social enterprises, co-operatives, user-led services and the third sector to provide care and support and preventative services. This provision is supported by the code of practice for part 2 of the Act, and regulations made under section 16. The intention of this provision is to open up and diversify the social care market, and to ensure that people who use services, carers and staff are involved in the design and operation of services. The principles of co-production are written in the code of practice. This policy is about insourcing rather than outsourcing.