

# Report of the Director of Environment & Sport to the meeting of Bradford East Area Committee to be held on Thursday 24 November 2016

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**Subject:**

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Home Care Provision

**Summary statement:**

This report provides an overview of the Home Care Provision in the Bradford East Area.

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**Portfolio:**

**Adult Social Care and Health**

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**Overview & Scrutiny Area:**

**Health and Social Care**



## **1. SUMMARY**

- 1.1 This report provides an overview of the Home Care Provision in the Bradford East Area.

## **2. BACKGROUND**

- 2.1 Over recent years, health and social care services in England have been undergoing significant transition following the introduction of the Health and Social Care Act 2012 and the Care Act 2014. The key themes that have emerged from the need for transformational change include a radical upgrade in prevention and public health, providing greater control for people of their own care, a breakdown of barriers in how care is provided and support for new and innovative models of care.
- 2.2 Against the background of growing legislation and policy, there is recognition by both health/social care commissioners and providers that a more preventative approach to reduce demand for services and an innovative approach to service delivery based on integration is required.
- 2.3. The Council has a duty under the National Assistance Act and the Community Care Act to meet assessed care needs. Domiciliary Care is the term given to services delivered in or from a person's home and is often referred to as 'Home Care'. Tasks undertaken will include laundry, shopping, cooking, administration of medicines, food preparation, and significant personal care. Historically home care services have been organised along these lines. The tasks described have been allocated notional units of time in which they can be completed. The units of time are then utilised for billing purposes, home care providers charge in hourly rates and part thereof.

## **3. OTHER CONSIDERATIONS**

- 3.1 There are no Other Considerations.

## **4. FINANCIAL & RESOURCE APPRAISAL**

### **4.1 Financial**

These are outlined within Appendix A.

### **4.2 Staffing**

These are outlined within Appendix A.

## **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

- 5.1 There are no significant risks and governance issues arising from the proposed recommendations in this report.

## **6. LEGAL APPRAISAL**

- 6.1 This work relates directly to the Local Government Act 2000 and to the Duty of Well-being placed upon the Council to promote and improve the well-being of the District



and also the Health and Social Care Act 2012 and the Care Act 2014.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

The Equality Act 2010 sets out the new public sector Equality Duty replacing the three previous duties for race, disability and gender. In engaging with our stakeholders, Home Care will have regard to our Equality and Diversity Policy.

### **7.2 SUSTAINABILITY IMPLICATIONS**

Home Care will consider sustainability issues.

### **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

Greenhouse gas emissions and wider environmental impacts are a consideration.

### **7.4 COMMUNITY SAFETY IMPLICATIONS**

- 7.4.1 Community safety issues are acknowledged as a key contributor to the quality of health in neighbourhoods. It is anticipated that improvements to health will have a positive impact on community safety issues across Bradford East.

### **7.5 HUMAN RIGHTS ACT**

- 7.5.1 No direct implications arising from the Human Rights Act.

### **7.6 TRADE UNION**

- 7.6.1 No direct Trade Union implications arise from this report. .

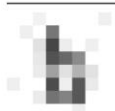
### **7.7 WARD IMPLICATIONS**

- 7.7.1 Home Care will consider the needs of Wards in the Bradford East Area when exploring how to tackle issues and commissioning work.

### **7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS**

- 7.8.1 Home care will consider the needs of Wards in the Bradford East Area when exploring how to tackle issues and commissioning work.

## **8. NOT FOR PUBLICATION DOCUMENTS**



None.

## **9. OPTIONS**

- 9.1 That Bradford East Area Committee adopts the recommendations outlined in this report.
- 9.2 That Bradford East Area Committee adopts the recommendations outlined in this report, with amendments.
- 9.3 That Bradford East Area Committee decides not to accept the recommendations outlined in this report.

## **10. RECOMMENDATIONS**

- 10.1 The views and comments of the Bradford East Area Committee are requested.

## **11. APPENDICES**

Appendix A – an overview of the Home Care Provision in Bradford East.

## **12. BACKGROUND DOCUMENTS**

None.



## **Home Care Provision in Bradford East**

Over recent years, health and social care services in England have been undergoing significant transition following the introduction of the Health and Social Care Act 2012 and the Care Act 2014. The key themes that have emerged from the need for transformational change include a radical upgrade in prevention and public health, providing greater control for people of their own care, a breakdown of barriers in how care is provided and support for new and innovative models of care.

Against the background of growing legislation and policy, there is recognition by both health/social care commissioners and providers that a more preventative approach to reduce demand for services and an innovative approach to service delivery based on integration is required.

The Council has a duty under the National Assistance Act and the Community Care Act to meet assessed care needs. Domiciliary Care is the term given to services delivered in or from a person's home and is often referred to as 'Home Care'. Tasks undertaken will include laundry, shopping, cooking, administration of medicines, food preparation, and significant personal care. Historically home care services have been organised along these lines. The tasks described have been allocated notional units of time in which they can be completed. The units of time are then utilised for billing purposes, home care providers charge in hourly rates and part thereof.

All Providers are required to be registered with the Care Quality Commission. Home care is a key component to the national social care Personalisation Agenda, an approach described by the Department of Health as meaning that "every person who receives support, whether provided by statutory services or funded by personally, will have choice and control over the shape of that support in all care settings".

'Personalisation' of care provision is associated with the introduction of personal care budgets. Potentially there are lots of ways in which people can use their personal budget which is also known as self-directed support. These can include Direct Payments, Individual Service Funds or Individual Budgets. Personal care budgets allows service users to choose the services that they receive, however personalisation also entails that all services are tailored to the needs of the individual, rather than delivered in a 'one-size-fits-all' fashion.

Home care in Bradford East, Bolton and Undercliffe, Bowling, Barkerend, Bradford Moor, Eccleshill, Idle, Thackley and Little Horton is provided by both in-house and externally commissioned providers.

The 'in house' service has been reconfigured and rebranded to provide an enablement orientated service - Bradford Enablement Support Team (BEST). The service provides personally tailored enablement support for a period of up to six weeks to all new service users who are signposted directly from the Access team, Assessment teams and the 'virtual ward' scheme (providing clinical support at home instead of hospital). BEST supports people to regain and retain independence through service users setting personal goals with staff assisting them to achieve and stabilise, where appropriate a longer term care package prior being placed externally via the Departments Support Options Team to an external longer term home care provider from the independent sector. Service users with an existing package of care discharged from hospital (where an increase is required) benefit from another enablement period with the B.E.S.T. service to promote independence. The BEST Plus Service was developed in partnership with therapists across organisations to work toward specific therapeutic outcomes.

The external home care market is well provided for across Bradford East area and comprises voluntary, private and not for profit organisations. Bradford has a robust market of personal care providers the majority of whom have worked with the Council for many years. A collaborative



working approach strengthens the stability of the market whilst developing quality, safe and accessible services for users.

In September this year the Council established a new Integrated Personalised Support and Care Framework (IPSAC) to include Home Care services for all vulnerable adults across Bradford who have been assessed as needing such services. This includes Older People, people with a Learning Disability, Mental Health, or Physical Disability. Children and Young People in Transition together with people who are assessed as needing home care services from health referrals and hospital discharges funded from health and independent provision in extra care services also applicable to all the above although historically extra care schemes tend to be for older people.

The framework is a tripartite Contract on behalf of Adults, Children's Social Care Services and Health partners and will ensure there is a vibrant provider market available to commissioners to meet the needs of all Bradford citizens assessed as needing a home care service.

Successful organisations had to demonstrate that they are credible, fit for purpose, and sign up to the Council's terms and conditions to meet an agreed level of quality. The bids submitted were evaluated by practitioners, commissioners, and users of the services against set criteria.

Providers will ensure they are:

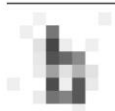
- Commercially pro-active on the Council's behalf
- Be flexible and co-operative in implementing business change
- Work in partnership with stakeholders to deliver the best possible outcomes
- To be innovative and proactive in their approach to the delivery of services
- Work collaboratively with the Council and our health partners to continuously improve and eliminate duplication and improve accountability and safeguarding.

The greatest numbers of external organisations with whom the Council work are small/medium independent companies and those providing services regionally. There is no overall significant difference in the service provided by each organisation. The terms and conditions under which they employ their staff vary. The pricing structures of each of the companies range from £13.50 per hour to £15.43 per hour.

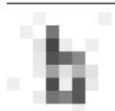
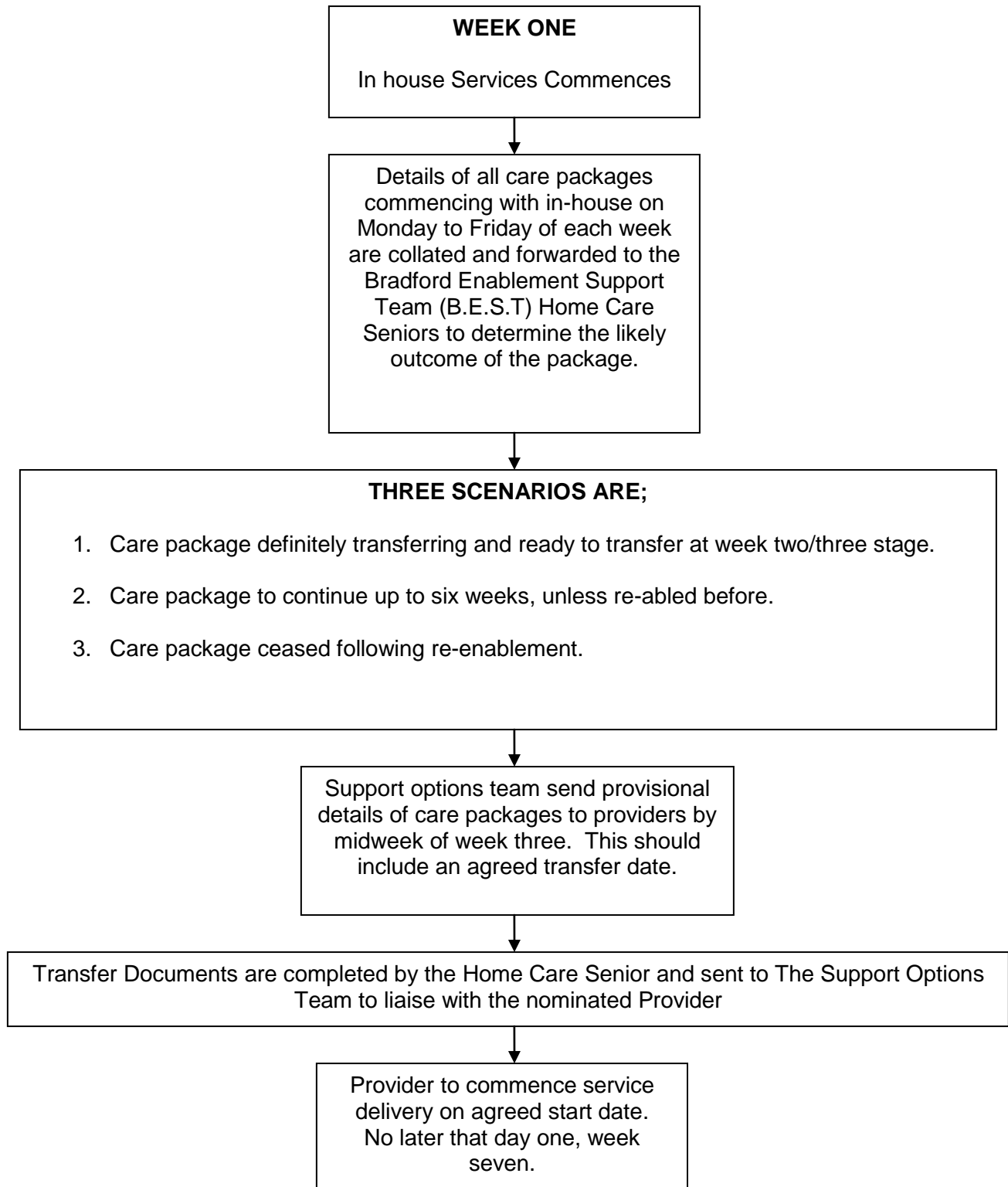
The usual cost being £14.43 per hour within the new IPSAC Framework.

A Business Process review was recently undertaken to establish the customer journey from the B.E.S.T enablement provision to longer term on-going support. We have a clear unambiguous timescales together with a formulated handover process which enables not only the continuation of agreed provision but includes the on-going of enablement outcomes.

The monitoring of this handover process is integral to the quality evaluation of service provision, including the adherence and responsiveness to predetermined timescales. We work with colleagues and providers to develop and implement documents which fully facilitate a positive transition for service users, providers and the Council.



## Transition Process - Flow Chart



## **Ethnicity**

The Bradford East district contains a rich mix of ethnic groups and cultures. The Asian ethnic group forms 27% of the total Bradford population, with people with a Pakistani heritage by far the largest group. The over 65 population in the Bradford East illustrates that culturally suitable services are required to meet the needs of this varied population. Although population projections based on ethnicity are not available, as the population ages the proportion of the elderly population from ethnic minority groups will increase over the next five and ten years. A number of 'specialist' home care providers have based their operations within the Bradford East areas drawing staff from and serving the local community.

## **Choosing Care**

Currently most people in receipt of home care services choose the Authority to make all the necessary arrangements for these to be supplied and paid for. The Authority manages home care services on behalf of around 2,500 people.

The number of service users choosing to use a Direct Payment to purchase some or all of their care is forecast to be circa 650. Users with a Learning Disability are by far the largest group to utilise Direct Payments in the district. The total number of current Direct Payment users is low in comparison to national usage however recent comparator Local Authorities data highlights Bradford to be mid-range in the Yorkshire and Humberside Region.

Several local initiatives including a Business Process Review and comprehensive training package for all social care practitioners has been undertaken in an attempt to increase take up of the Direct Payment facility

Safeguarding Social care plays an important role in helping people with care and support needs to live full lives, free from abuse and neglect. This includes preventing abuse, minimising risk without taking control away from individuals, and responding proportionately if abuse or neglect has occurred. Local authorities, care providers, health services, housing providers, and criminal justice agencies are all important safeguarding partners.

## **Challenges**

The Home Care sector faces several significant challenges not least the aging population of 'baby boomers' which is dramatically increasing the need for older people. The changes in funding arrangements have and will continue to impact on the ability to afford care services for people at the scale required.

Home care recruitment and staff retention is a significant issue, Care Workers are very often low paid, usually the minimum wage. This is further compounded as the economy picks up; with better paid semi-skilled and unskilled jobs being available in a greater number in manufacturing is further reducing this workforce pool willing to work in care. Local providers report that the recent opening of the Broadway complex in Bradford has had an impact on sustainable recruitment – this is particularly applicable within the Bradford East areas as easy access to the City centre can, for some perspective care workers afford an alternative option.

The reality of the nature of home care provision can involve some unpleasant tasks, together with an extremely high degree of responsibility, for example managing care plans, dealing with medications etc.

It is not unusual for staff, when faced with the reality of the role to leave the sector. This provides





additional costs where the provider has invested significant time in the recruitment process background checking, training candidates over many weeks of induction.

Additionally, the challenge of the scale of change required to meet increasing demand with reducing funding must be recognised. More than ever the Council and provider organisations need to work in partnership to recognise and address these challenges whilst embracing change in order to meet the needs of people across the district.

Challenges and considerations will include, but will not be limited to;

- General demand is expected to increase significantly, especially in certain demographic areas, including Bradford East.
- Demand for specialist care for Dementia services is also likely to increase.
- Increased focus on people having personalised budgets using mechanisms such as direct payments and Individual Service Funds.
- Opportunities to develop local services with the use of electronic monitoring systems
- The focus on preventative, re-enablement, and early intervention service provision will become increasingly important. This is in order to support individuals to live healthy and independent lives in their own homes for longer, to reduce or delay the demand for health and social care services, for example residential care.
- Improving quality, accountability, safeguarding whilst ensuring value for money.

Prevention and early intervention are recognised as ways to help people stay well, live independently, and remain healthy for longer. It is important to ensure that a wide range of preventative services are available to support people across the spectrum of need, including those who do not approach the Council for support or meet its eligibility criteria.

This will ensure that people do get the support which could prevent critical needs developing in the future. Collectively, we will create a diverse, high quality and sustainable market that treats people as individuals, helping them to regain and maintain their independence and improves their health and well-being.

## **Quality Evaluation**

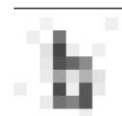
The Commissioning Team within the Health and Wellbeing Department carry out routine site inspections of home care providers to inspect staff training records, individual support plans and other details relating to the day to day operation of services. The team also undertake interviews with people in receipt of services and their carers to establish their experiences.

Reviewing and monitoring actual provision with people who use the service is augmented with feedback from social work teams, safeguarding staff and the Care Quality Commission.

The development and introduction of the Integrated Support and Care Framework will involve collecting data and analyzing the organisation from four/five different perspectives.

The balanced scorecard method will provide an evaluation approach where more straightforward criteria, such as cost, are 'balanced' against more complex criteria, such as health and wellbeing, resource efficiency and quality of service.

By using this approach, priority themes and key performance indicators are derived from the original service specification for services. Examples may be include; Safeguarding, Service Provision, Continuity. It will be appropriate to include external reports and data, for example CQC feedback.



A weighting of each of the priority themes and key performance indicators is determined and each are measured routinely to derive a score.

It means Providers can be rewarded for operating to higher standards – this may translate to increased business.

The Council's ambition is to design models of service delivery across both Bradford East and the district as a whole, combined will stimulate a sustainable and diverse range of care and support services affording quality and choice. Additionally, delivering innovative and cost effective outcomes that promote wellbeing and prolonged independence to the residents of Bradford District.

**Paul Hunt**  
**Contract and Quality Assurance Manager**

