



---

**Date 23 November 2016**

**To: Health and Social Care Scrutiny Board (SB5)**

**Subject: Provision of Home Support Services**

**From: Pete Fahy, Director of Adult Services**

**Jason Bejai, Commissioning Manager**

---

## **1 Purpose**

- 1.1 This note outlines the role that home support plays in the delivery of effective social care. It also provides an overview of the service changes expected as a result of the forthcoming tender as agreed by Cabinet on 1 November 2016.

## **2 Recommendations**

- 2.1 It is recommended that Scrutiny Board provides comment to Cabinet Member for Adult Social Care regarding specific issues to consider in the progression on the tender for home support

## **3 Background**

- 3.1 Adult social care provides personal and practical support that helps people live their lives. It is an area where it is possible to have a hugely positive impact on individuals, their family and carers.
- 3.2 The primary legislation relevant to Adult Social Care is the Care Act 2014 which established a national eligibility criteria for support from Adult Social Care based on a set of described needs. Underpinning the Care Act are the principles of prevention, well-being and integration. The Care Act also places a responsibility on the Local Authority to provide a sustainable market for social care.
- 3.3 Home support is the term given to a social care service that is used to meet eligible needs under the Care Act 2014. It is used meet a range of needs including support with personal care, eating and drinking, going to bed at night and getting up in the morning. It is support that is delivered within the privacy of people's own homes, and keeps people living independently within their own communities.
- 3.4 A number of people in receipt of home support have a combination of both health and social care needs and are therefore often also known to Community Nursing services. As needs fluctuate over time some people become eligible for fully health funded support

which currently may result in a change of care provider, equally, should the health condition then improve to be no longer eligible a switch back to local authority funded support will ensue.

- 3.5 Although home support supports people to remain at home it needs to be recognised that there are a number of people for whom remaining at home is not viable due to the complexity of needs and levels of dependency. In instances such as these people may require residential care or housing with care where there is on-site support 24 hours a day, 7 days a week.
- 3.6 Although home support can be provided as a standalone service it is often provided alongside a combination of other types of support including telecare, day opportunities and support to a family carer. As part of the assessment process used by social workers to determine eligibility for support a number of aspects are explored including the support available (or that may be available) through informal networks of family, friends and community groups. The approach taken is to seek to maximise the extent to which eligible needs can be met through means other than funded support as often people would rather their care and support needs be met by people that are familiar to them as opposed to an external organisation.
- 3.7 The City Council charges for home support under its charging regime for non-residential care services. In order to establish the charge a financial assessment is undertaken which takes into account income and capital (excluding the home in which the person lives). The charging regime is such that a person could be required to pay the 'full cost' of home support.

**4. Current arrangements for home support**

- 4.1 Coventry City Council supports approximately 950 people per week though home support and approximately 12,000 hours of adults' home support per week is delivered to this group at an approximate cost, for 2016/17 of £8.4m gross. Approximately 100 hours per week of this total supports children with disabilities living at home at a cost of approximately £0.1m
- 4.2 The majority of adults in receipt of long term support are aged over 75 with almost 40% aged 85 or over as illustrated in the following table.

Percentage of people in receipt of home support by age band as at October 2016:

Age	18-64	65-74	75-84	85+	All
% of customers	18%	14%	29%	39%	100%

- 4.3 The current arrangements for the provision of home support in Coventry are based on contract let in 2010 through a City-wide contractual framework. Under these arrangements providers are made aware of new requirements for home support and can offer a service against these requirements. The nature of a framework is that there is no obligation on the City Council to place work and no obligation on providers to provide a service.
- 4.4 When the framework contracts were issued the market for home support with relatively strong and competitive on both quality and price which resulted in 40 organisations being placed on the framework. Although this is a significant number of organisations savings of approximately £675k per annum were realised at day one of the framework coming into

place. A feature of how the framework operated was that the organisations who evidenced the best quality and the best price were given first opportunity for any new work. This mechanism created an incentive to keep quality high and price low and was achievable in what was then a more competitive supplier market.

4.5 Since 2010 a number of factors have influenced the operation of home support including:

- Austerity in local government reducing the ability to increase fees (and thus eroding fees in real terms and reducing margins)
- Increase costs of delivery including costs associated with regulation and staff turnover (further eroding fees in real terms and reducing margins)
- Increasing levels of complexity of people referred for support (45% of people have difficulty with 5 or more Activities of Daily Living) (see note 1)
- Challenges in offering contracts of employment that are attractive to staff (resulting in recruitment and retention issues impacting on ability to provide a service)

4.6 The net effect of these factors has been that the City Council is facing increasing challenges in sourcing home support services and a number of providers from the existing framework have ceased delivery resulting in currently 23 organisations still operating. The City Council works with providers to support them to continue to deliver services wherever possible, and in 2016 following the introduction of the National Living Wage increased fee levels from an average of £12.48 to £13.78 to recognise the costs that providers were incurring as a result of changes outside of their control and that were essential to them being able to continue to provide services in Coventry.

4.7 Due to the low volume of business only one provider of home support works with children (approximately 100 hours per week). This is a small but essential service to support children with disabilities living at home. This is a reduction from the three providers initially contracted in 2010.

4.9 Home support is regulated by the Care Quality Commission with the City Council responsible for ensuring the quality of service is satisfactory and where issues arise with quality that these are addressed. This function is delivered in the City Council by contract officers within the commissioning function in the People Directorate.

## **5. Re-tendering of home support**

5.1 At its meeting on 1 November 2016 Cabinet approved the re-tendering of home support. This process is scheduled to commence in December 2016 with new providers and contracts commencing during June 2017.

5.2 The re-tender is required at this time due to the length of time existing contracts have been operating (which have been extended for 3 years beyond the original end date of 2014) and to address some of the issues identified in 4.5 above.

5.3 The re-tender will seek to achieve a more sustainable and secure provider base through offering larger contracts of 1200 – 1500 hours per week for a longer period of time of five years plus the option to extend by a further two years. This will support provider sustainability through allowing for margin reductions to be compensated for by increased volume of business and will also enable providers to employ more staff on contracted

hours and therefore improve retention (evidence shows that turnover reduces when staff are contracted for in excess of 20 hours per week).

- 5.4 Larger and longer term contracts will also give the greater security required for providers to invest in delivering good quality services within the City. For example, successful providers will be expected to invest in staff completing the Care Certificate which was developed jointly by Skills for Care, Health Education England and Skills for Health and has five levels ranging from induction through to advanced level 5 Diploma.
- 5.5 As the contracts will be larger there will be less providers that the City Council will be doing business with as a result of this tender. Whereas currently 23 organisations are contracted, post tender this will reduce to a maximum of 9. Seven of these contracts will be let based on General Practice clusters with two being City-wide to provide specialist support to people with learning disabilities and mental ill health.
- 5.6 The tender will include both adults and children's elements plus home support commissioned by the Coventry and Rugby Clinical Commissioning Group (CRCCG) for people with needs that meet the threshold for continuing healthcare. Although the purchasing arrangements will remain separate for the City Council and CRCCG the joint tender should reduce the need for people to receive support from different providers as a result of different funding streams.
- 5.7 Until the tender is complete the extent to which existing providers are successful will not be known. It is however the case that a number of people will be supported by a different organisation as the result of this tender. Wherever possible the City Council will support, but cannot compel, providers in achieving a transfer of staff from the outgoing provider to the new organisation. Once the outcome of the tender is known there will be communication to those affected explaining the process.
- 5.8 In terms of wider improvements expected as a result of the tender the service specification has been updated to reflect the Wellbeing and Prevention elements of the Care Act 2014. This focusses of quality of health, promoting greater interaction, independence and reducing (where possible) dependency on support. Additionally, technology to support the delivery of effective support to people in their own homes is a developing and changing market which providers will be expected to adapt to over the life of the contracts. Providers will be expected to demonstrate how they will deliver these requirements through the tender process and delivery will be evidenced to meet these requirements throughout the contract term.

#### **AUTHORS NAME, DIRECTORATE AND TELEPHONE NUMBER**

Pete Fahy, Director of Adult Services, People Directorate. T: 024 76833555  
Jason Bejai, Commissioning Manager, Adults Services. T: 024 7683 3784

#### **Notes:**

1. Activities of Daily Living (ADL's) These are routine **activities** that people tend do everyday without needing assistance. There are six basic ADLs: eating, bathing, dressing, toileting, transferring (walking) and continence.