

Report of the Head of Commissioning, Adult Social Care

Residential, Nursing & Homecare Services – Quality Standards

Summary

1. Members of the Health Overview Scrutiny Committee will recall the last report they received on the 25th March detailing the performance by organisations providing a service in York against Care Quality Commission standards and the Adults Commissioning Team’s Quality Assessment Framework. Members will also recall that the processes in place to monitor the quality of services delivered by providers of Residential/Nursing Care and Homecare in York and are reminded that services are also regulated and monitored by the Care Quality Commission. Members will also recall the presentation at the January meeting by the Regional Care Quality Commission lead regarding their new inspection framework.
2. From October 2014, the Care Quality Commission has commenced a new approach to the regulation and inspection of care homes. Their consultation “A New Start” set out the principles that will guide how CQC will inspect and regulate care services in the future and included;
 - Intelligent use of data, evidence and information to monitor services
 - Expert inspections
 - Additional information for the public on its judgements about the quality of care including a rating to help people choose services.
 - Detailing the action they will take to require improvements and where applicable the action they will take to make those responsible for poor care to be held accountable.
3. The new model has been rolled out from October 2014, and providers will all get a published rating. The Care Quality

Commission (CQC) will also assume a Market Oversight function from April 2015 and were envisaging all providers having a published rating by March 2016 although at this stage it would appear this is not going to be achieved. The new inspection model will work on asking five key questions of services;

- Are they safe?
- Are they effective?
- Are they caring?
- Are they responsive?
- Are they well led?

4. The new ratings system that has been adopted by CQC is detailed below;

- Outstanding
- Good
- Requires Improvement
- Inadequate

Background

5. All services are regulated by the Care Quality Commission (CQC) and, as the regulator, it carries out regular inspection visits and follow-up visits (announced/unannounced) where applicable. The frequency of CQC inspections will be dependant on the provider's rating and on intelligence received in between scheduled inspections. All reports are within the public domain and CQC have a range of enforcement options open to them should Quality and Standards fall below required expectations.
6. The Adults Commissioning Team work closely with CQC in the sharing of concerns and information relating to provision but the Council also adopts its own monitoring process (Quality Assessment Framework). The standards that it sets are high and providers are expected to achieve compliance in all aspects. Should performance fall below the level that is acceptable, a provider will be placed on enhanced monitoring or improvement plan. This can also lead to placements being suspended, often on a mutual basis, until quality and performance improves. The team also undertake visits jointly with colleagues from the PCU and the Vale of York Clinical Commissioning Group where it felt necessary or there are safeguarding concerns.

7. The Adult Social Care Commissioning & Contracts team have a programme in place to carry out a Consultation and Observation Visit and a Quality Assurance Visit each financial year. Our programme of visits is currently on schedule. In addition to a full report, summary reports are now produced to provide readily available and transparent information to CQC to inform any pending inspections.
8. In addition to the standard visits listed above the Commissioning & Contracts team have regular Business Meetings at Care Homes to help work effectively with care home providers, to support organisations and prevent issues escalating.
9. Members will also recall the consultation that is undertaken jointly in care settings between the Adults Commissioning Team and Healthwatch. To ensure good practice is maintained, officers recently met with representatives from Healthwatch with positive feedback shared in respect to the effectiveness of the approach.
10. The “State of Care” report released by the Care Quality Commission on the 15th October reported on National Compliance levels for all inspections up to the end of May 2015. Members will be aware from previous discussions that CQC were anticipating that a significant amount of provision would fall into the “requires improvement” category across the country due to providers adapting to the new requirements.
11. The table below compares the current performance with York as to the National figures published by CQC. York Figures are as at 22 October 2015

Rated as	Outstanding	Good	Requires Improvement	Inadequate
York	0%	47.6%	42.9%	9.5%
National	1%	59%	33%	7%

12. For information purposes, detailed below is a comparison between York and Nationally on compliance within the different domains that CQC now inspect against.

Inspections undertaken in York show that Safe and Well Led Services are the key concern to CQC colleagues and this would agree with findings of the commissioning team following visits and monitoring that they have undertaken.

Area	Safe	Effective	Caring	Responsive	Well led
York	43%	62%	81%	76%	52%
National	57.5%	63%	83%	67%	60%

13. Members will need to note that CQC are still in a transitional phase in relation to reporting and their new inspection process. There are still a significant number of providers who have to date not had a “new style” inspection. Only 26.3% of registered services in York have had a new format inspection to date - this report focuses on these services. It is envisaged that with a number of inspections both underway and in the “pipeline” Members will gain a more comprehensive overview when the next report is submitted in March 2016.
14. Included below is an extract from the CQC “State of Care” report which gives a summary of the current national picture from a regulatory perspective and identifies that issues experienced within York are in line with a presenting picture nationally.

Summary

The adult social care sector is under pressure and there are issues around the sustainability of provision, due to the increasing complexity of people’s care needs, significant cuts to local authority budgets, increasing costs, high vacancy rates, and pressure from local commissioners to keep fees as low as possible.

Despite this pressure, our inspections to 31 May 2015 showed that almost 60% of services were providing good or outstanding care.

Safety is our biggest concern – factors include staffing levels, understanding and reporting safeguarding concerns, and poor medicines management.

The vast majority of services were caring, with 85% good or outstanding.

Having a consistent registered manager in post has a positive influence on the quality of a service and helps to make sure that people receive care services that are safe, effective, caring and responsive.

Services Requiring improvement

A substantial proportion of services have received a rating of requires improvement. This rating identifies those services that are not yet of the high standard we expect for people who use services. Our inspection reports give detailed advice on how services can improve. Services that require improvement may provide good care in many areas but they will have a number of specific areas that need attention

Increased enforcement

We have increased our enforcement activity to make sure that people using services are protected and that providers are held to account for the poor care. The total number of inspections completed this year was lower than the previous year as we started our new, more comprehensive approach. However, the proportion of enforcement activity we took increased: 7% of inspections in 2014/15 resulted in enforcement action, compared with 4% in 2013/14. As a proportion of our inspection activity, this was a rise of 75%. In each of the sectors we regulate, our ratings highlight the substantial variation in the quality of care provided to people. Additionally, in larger providers we often see substantial variation between locations or between different services provided in the same location (as highlighted in the ratings example in figure 1.2). This shows the wide range of ratings within a single hospital, across our five key questions and eight core hospital services. There are many examples of good and outstanding care, despite the significant challenges the sectors have been facing. But there are also a small minority where we have significant concerns about inadequate care and who need to do much more to improve.

Safety remains a significant concern

When we give a service an overall rating, we give equal weighting to the five key questions we ask.

But people who use services naturally expect the care they receive to be safe, and so do we. Across all sectors, services were most likely to receive an inadequate rating for safety, compared with the other key questions: 10% of adult social care services. Similarly, a lower proportion of services were rated good or outstanding for safety.

Leadership is the key to long-term improvement

Of all the aspects we look at, the quality of leadership most closely correlates with the overall quality of a service. Ninety-four per cent of services that were good or outstanding overall were also good or outstanding for their leadership. Similarly 84% of inadequate services were inadequately led. This suggests that the way in which an organisation is led, and the culture and values that influence it as a result, have a huge and far-reaching impact on the overall quality of care that people receive. Good leadership, at all levels of an organisation, is required to deliver care that is consistently safe, effective, caring and responsive. In all the sectors we inspect, there are many examples of excellent leadership – leaders who are visible and who engage widely with people who use services and staff, who promote a strong culture of safety, who put in place robust governance systems and processes, and who plan their resources well. But we also see where leadership is simply not yet good enough. As we believe leadership is the key to long-term improvement, we are concerned by the wide variation in the quality of leadership. While the majority of services were rated good or outstanding on our well-led question (61% in adult social care, 44% in the hospitals sector and 85% in GP practices), a minority were rated inadequate (8%, 8% and 4% respectively). Our qualitative analysis has highlighted common factors among those providers that provide outstanding leadership – these are outlined in section 5.

15. Copies of all CQC reports can be found at www.cqc.org.uk
16. The tables below identify the current position in relation to provision within York. The figures in York at present are lower than national averages but it needs to be noted that only 26.3% of settings have had a finalised inspection which is significantly lower than the national levels.

CQC have through consultation with the Council, “prioritised” the homes that they have concerns with initially and monitoring undertaken by the Commissioning team would suggest that there are a number of “good” providers still waiting inspection which should bring local ratings in line with national levels.

All Provision within York		
Inspected to date (x of 82)	21	26.3%
Outstanding	0	0.0%
Good	10	47.6%
Needs Improvement	9	42.9%
Inadequate	2	9.5%

Residential and Nursing Care Inspections

CARE HOMES (x of 13)	Safe	Effective	Caring	Responsive	Well led
as a %	31%	54%	77%	69%	46%
Total Compliance	4	7	10	9	6
Organisations rated Outstanding	0	0	0	0	0
Organisations rated Good	4	7	10	9	6
Requires Improvement	6	4	2	3	5
Inadequate	3	2	1	1	2

CARE HOMES - SUMMARY		
Inspected to date (x of 43)	13	31.0%
Outstanding	0	0.0%
Good	5	38.5%
Needs Improvement	6	46.2%
Inadequate	2	15.4%

17. Of the 43 homes in York, 13 have been inspected to date under the new format.

The above tables detail the findings of these inspections and Members will note that 2 homes to date have been rated as inadequate and 6 requiring improvement.

18. Officers have been aware of the concerns regarding the two homes rates as inadequate and in relation to the first setting, a Mental Health Home, we have been working closely with the former management team and CQC for some time, to provide support and advice, as well as looking at future plans. The home is in the process of been sold and officers are working very closely with new owners who are looking to invest significantly in the new service.
19. In relation to the second setting, a nursing home for older people, officers have also been working with the management team at the home which had seen considerable improvements. Unfortunately, these improvements have not been sustained of late, but the provider again has shared the plans they have in place for substantial investment in the facilities.
20. The Commissioning Team will continue to work with the owners of both services to support staff and ensure they are able to provide the quality of care expected and required.

Home Care Inspections

HOMECARE (x of 8)	Safe	Effective	Caring	Responsive	Well led
as a %	63%	75%	88%	88%	63%
Total Compliance	5	6	7	7	5
Organisations rated Outstanding	0	0	1	0	0
Organisations rated Good	5	6	6	7	5
Requires Improvement	3	2	1	1	3
Inadequate	0	0	0	0	0

HEMOCARE - SUMMARY		
Inspected to date (x of 39)	8	21%
Outstanding	0	0.0%
Good	5	62.5%
Needs Improvement	3	37.5%
Inadequate	0	0%

21. Of the 39 registered domiciliary care services providing homecare and supported living in York, 8 have been inspected to date under the new format. The above tables detail the findings of these inspections and Members will note that no services have been rated as inadequate although 3 have been rated as requiring improvement.

Summary

22. Alongside the above, Members may also wish to note the outcome of the latest Customer survey on Homecare undertaken by the Adults Commissioning Team. Out of a total of 181 customers or carers surveyed, 93% stated that they were satisfied with the quality of the services they received.
23. At the March meeting of the Committee, Members were keen to be able to call organisations to account if it was felt that performance was not improving over a period of time. It is not felt that at this stage any organisation falls into that position but this will be monitored on an ongoing basis including placing providers on formal improvement plans.
24. Whilst some providers may be compliant within CQC inspections, there are instances where the pro-active monitoring and QAF process adopted by the Council has identified some concerns that may lead to an improvement planning process being initiated or enhanced monitoring applied. Part of this process is often to adopt a mutually agreed suspension on new placements whilst issues are addressed.
25. The Commissioning Team continues to support providers across the City and has recently held Medication Workshops for all organisations in conjunction with CQC and are planning other specialist workshops to support the sector.

26. A number of the capacity and quality concerns identified of late are linked to the recruitment and retention of care staff across the city and the sector in general. Providers are facing difficulties in terms of recruiting suitable carers across home care, residential and nursing care services. Officers have held three workshops with providers, the Independent Care Group and Workforce Development and continue to work with internal Council colleagues to look at what assistance we can give to assist with retaining staff and supporting additional recruitment.

Implications

Financial

27. There are no finance implications associated with this report.

Equalities

28. There are no direct equality issues associated with this report

Other

29. There are no implications relating to Human Resources, Legal, Crime and Disorder, Information Technology or Property arising from this report.

Risk Management

30. There are at present no risks identified with issues within this report.

Recommendation

Members to note the performance and standards of provision across care service in York.

Reason: To update Members on the performance of York based care providers.

Contact Details

Author:

Gary Brittain
Head of Commissioning
Adult Commissioning Team
01904 554099

Chief Officer Responsible for report:

Martin Farran
Director of Adult Social Care

Report Approved ✓ Date 2 November 2015.

Specialist Implications Officer(s)**Wards Affected:**

All ✓

For further information please contact the author of the report

Glossary of abbreviations

CQC- Care Quality Commission
PCU- Partnership Commissioning Unit
QAF- Quality Assessment Framework