



Gofal Cymdeithasol **Cymru**  
Social Care **Wales**



# Care and support at home in Wales

Five-year strategic plan 2017-2022



Noddir gan  
**Lywodraeth Cymru**  
Sponsored by  
**Welsh Government**

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## Other formats

This document is available in large text or other formats, if required.

This document is also available in Welsh.

# Our strategic partners



The following partners have committed to make this plan a reality:





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**There must be a systematic change to the way care and support at home is provided, and soon, if we are to continue to meet people's needs. There are a lot of fantastic people doing excellent work every day in all parts of Wales but the system cannot cope with current demands. The vital role that unpaid carers play needs particular attention to ensure they are able to continue to provide support.**

Something has to change quickly. Doing more of the same is therefore not an option.

We know that the system for providing care and support at home is complex and ever-changing, involving people, their carers and a multitude of agencies. We cannot hope to capture every kind of improvement the system needs, but this strategy focuses on those areas we think need the most urgent attention, to help people stay independent and well in their own homes for as long as possible.

We know that staying in their own homes and communities is vitally important to children and adults with health and care needs and it makes economic sense to sustain this. Lasting improvements can only be achieved when those who need the support, or directly provide it, are equal partners in deciding how services are put together and delivered. This calls for a change in culture for everyone. Citizens and families need to do as much as they can for themselves, with front-line professionals supporting people to manage their own risks and take more responsibility for their own well-being.

Critical to achieving improvement is the need to improve the quality and status of care and support workers. In general, society does not highly value care and support workers until they or a family member need to call on their services.

It also means new forms of commissioning services and provision. The focus needs to be on improving personal well-being and providing what people need. A top-down prescriptive "time and task" approach will not achieve that, and will not enable the changes needed. Direct Payments can enhance citizen directed approaches and we need to exploit their potential for older people and for the development of new models of community support.

As Social Care Wales, we will be registering domiciliary care workers who provide care and support at home from 2018 onwards. This will help provide a better qualified and valued workforce but recruitment and retention challenges will remain until pay and conditions improve, with a recognition that quality costs.

Care and support at home has been identified by the Government and by our partners in the social care sector as a top priority for improvement. We have been working with a number of organisations over the past few months to develop a strategy that can help bring about the improvements we know are so badly needed.



Workforce planning needs to improve and evidence-based practice needs to be further developed and rolled out. We must set a minimum benchmark for the standard of practice to be expected, whilst also noting there will be variations due to rurality, language needs and individual circumstances, strengths and challenges.

If we are to achieve the ambition of providing more care and support at home, and avoid more costly responses, resources need to be re-directed from more acute forms of care and treatment. The Intermediate Care Fund has already provided evidence that resources targeted towards community-based early-intervention responses are effective in reducing demand but that alone will not deliver sustainable solutions to meet new demands.

A systematic change is required. All sources of community-based support, including suitable housing, should be aligned to maximise their impact and avoid duplication. Regional Partnership Boards and Local Public Service Boards are in an ideal position to look at all available resources and use population needs assessments to inform priorities for investment.

I would like to thank all those who have contributed to the development of this evidence-based strategy and who have committed to work with us to implement the immediate priorities, relating to commissioning, registration, recruitment and retention, which need the most urgent attention.

Although Social Care Wales will oversee the implementation of this strategy on behalf of the sector, we all have a responsibility to play our part in making the changes that are needed. That is why we will be working with you over the coming months to discuss and agree the part you will play to deliver.

All those people who receive and provide care and support at home are relying on us to get it right. Let's make sure we work together effectively to make it happen, so that we have a sustainable and high-quality service we can all be proud of.

**Sue Evans**  
**Chief Executive, Social Care Wales**





People in Wales want to live in their own homes, and good quality care and support helps people stay independent and well. Our research shows that people want flexible, consistent support that focusses on their personal well-being outcomes.

Families, carers and communities are the foundation of care and support at home. As demand for care and support increases, we need to make changes to address some real challenges. This will need to include new ways of designing care and support at home and making sure services are properly resourced.



## Our vision for change

People in Wales work together to improve well-being through care and support at home.

To make this happen, we need to:

### **1. Make sure people who need care and support, and carers, are equal partners who can use their skills and experiences to help make decisions.**

Choice and control are important to people. This will demand a change in culture and practice by everyone.

### **2. Care and support at home needs to be built around communities**

We need to support carers to continue caring, and communities to offer support. Regional Partnership Boards need to understand what communities can offer and develop their capacity to sustain health and well-being.

### **3. Care and support at home needs to support personal outcomes and meet different needs**

Care and support at home should be flexible. Regional Partnership Boards should design care and support at home around personal well-being outcomes. The National Commissioning Board, National Provider Forum and Social Care Wales will support them to do this.

### **4. Invest in a range of good-quality options that help people stay independent and well**

Care and support at home needs to be properly funded. The Welsh Government should explore ways to increase resources and use them flexibly to make care and support at home sustainable. Regional Partnership Boards should simplify their systems for purchasing care and support at home, with support from the National Commissioning Board and National Provider Forum.

### **5. Make sure the workforce has the knowledge, skills and values to provide care and support at home**

The workforce is critical; they need to be valued, reliable, competent and confident. Social Care Wales should develop and implement a workforce strategy to support this.

### **6. Base care and support at home on the best evidence from academic and practice-based research**

We need to make sure we base care and support at home on evidence of what works. Social Care Wales and Welsh Government Social Care Research and Development must work together to support continuous and evidence-based improvement in practice.

## Next Steps

To achieve the vision of this strategic plan, people need to commit to making changes together.

Work needs to begin now. We have developed a plan that shows some of the first things that need to be done. We will work with people across Wales to plan what improvements need to be made, and how they will be achieved.



People in Wales want to live in their own homes and communities with the support they need, when they need it. This is even when they have complex health, care and support needs.

Care and support at home makes this possible. It works in many different ways and is provided by:

- individuals themselves
- families
- carers
- communities
- volunteers
- organisations.

There are examples in the accompanying document – ‘Care and support at home - Supporting stories’. We will add to these to share ideas about good care and support at home through our website.

Effective care and support at home makes a real difference to people’s lives. It can improve and sustain their independence and well-being. When it works well, it’s reliable, consistent, flexible and innovative.

Care and support at home works with health, social care and housing services if needed.

## This Strategic Plan

A wide range of people and organisations have shaped this plan. This included people who need care and support, carers and the workforce (Appendix 1). It is based on a lot of evidence from reviews, reports and research. The Social Care Institute for Excellence also contributed with a review of international literature.

The plan draws on the opportunities from recent legislation and policy changes:

- *Social Services and Well-being (Wales) Act*
- *Principles of Prudent Healthcare*
- *Regulation and Inspection of Social Care (Wales) Act*
- *Well-being of Future Generations (Wales) Act.*

All the evidence collected shows key areas that must be addressed. We need to focus on what matters to people. This is an opportunity to work together and take a fresh approach to benefit people and communities in Wales.

We can’t do this alone. No individual, group or organisation can make the plan work. We need to do this together. It will need a change in culture and systems to put people’s needs at the centre of care and support at home. It will also take political, strategic and operational commitment across Wales.

A new approach will improve the well-being of people in Wales by:

- focussing on what’s important to people
- recognising the importance of carers and supporting them better
- stepping in early to support people at home and in their communities
- working together to deliver efficient and effective support
- keeping vulnerable people safe by focussing on complex needs first.

## 2. The case for change



### 2.1 The current picture

Families, carers and communities are the foundation of care and support at home. It's estimated carers and families provide 96 per cent of care in Wales. They're supported by communities, volunteers and services.

However, voices of children, adults, families and carers too often remain unheard.

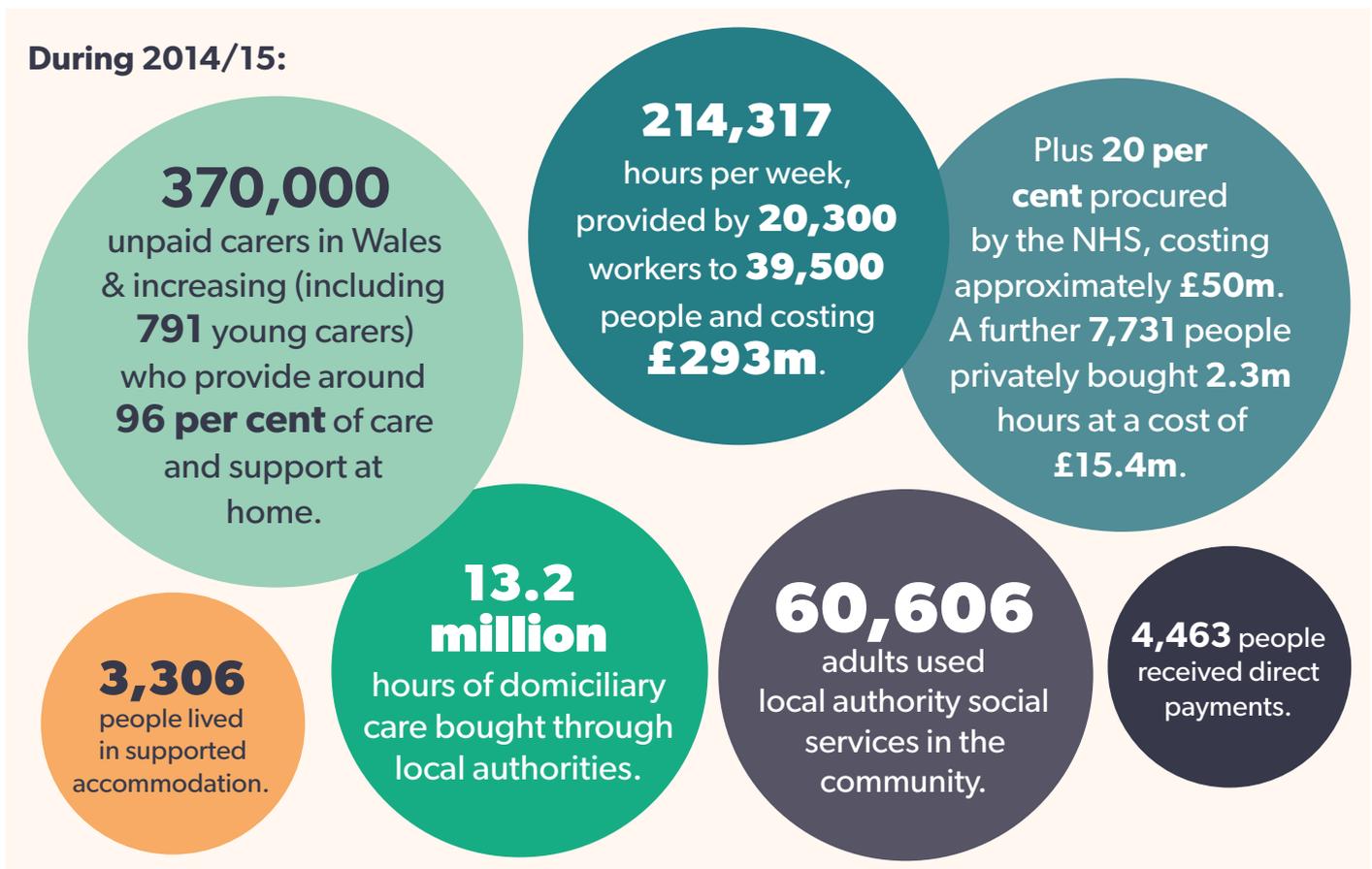
People don't always know:

- what care and support at home is
- how they can participate in their communities
- what's available.

Sometimes there's a lack of choice in the care and support available. Services can be slow to respond to changing circumstances. This puts pressure on families and carers. As demand increases, this situation can't be sustained.

We need simple systems that work well and respond efficiently to changes in what matters to people. Government reviews and new laws give direction but they can't resolve every issue. Future demands create real challenges. Even if people contribute more, the financial climate itself is a pressure.

The financial climate presents a significant challenge, now and for the future. Financial support is needed to sustain and improve services. We need support to make changes, move to new models of working and meet increased demand. And we must find ways to support carers and communities.



## 2. The case for change



Care and support at home relies on a stable workforce with the right values, skills and knowledge. Financial pressures have affected working conditions. This leads to poor status and pay, low recruitment and a high turnover of staff. We need to value our care and support at home workforce more.

### 2.2 Why change is needed

Wales needs a consistent approach to care and support at home. It must be built around individuals, families, carers and communities.

This is a key requirement in the Social Services and Well-being (Wales) Act and the principles of prudent healthcare.

People should be able to live at home with increasingly complex needs. To make this possible, we need to:

- understand what's important to people and what works well
- support, value and sustain carers, volunteers and the workforce
- change our understanding of care and support at home
- find ways to help people in communities support each other
- have clear ways of responding to more complex care and support needs
- make systems easier and less fragmented look at how new service models can be supported and evaluated empower the workforce to work well and develop within their roles
- make sure workforce terms and conditions reflect their roles and responsibilities.

We need to understand and pay the real costs of providing good-quality care and support at home. The potential costs and risks of not addressing this challenge quickly are far greater.

### 2.3 Our vision for change

**People in Wales work together to promote well-being through care and support at home.**

This links with the following outcomes from the National Outcomes Framework<sup>1</sup> :

- I get the right care and support, as early as possible
- I do the things that matter to me
- I feel valued in society
- I am treated with dignity and respect and treat others the same
- My voice is heard and listened to
- My individual circumstances are considered
- I speak for myself and contribute to the decisions that affect my life, or have someone who can do it for me
- I know and understand what care, support and opportunities are available and use these to help me achieve my well-being
- I can access the right information, when I need it, in the way I want it and use this to manage and improve my well-being
- I engage and make a contribution to my community.

*1 These outcomes describe what people should expect to achieve to lead fulfilled lives. They are well-being outcomes described in the social services national outcomes framework.*



## 3. Key areas for action

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### 3.1 Make sure people who need care and support, and carers, are equal partners who can use their skills and experiences to help make decisions.

Choice and control matter to people. This needs to be the starting point for any strategy, plan or initiative. People and communities need to be genuinely involved as equal partners in the design and delivery of care and support at home (sometimes known as co-production).

Our research shows some real issues that matter to people:

- **Choice and control** – genuinely involve people in the design and provision of care and support at home.
- **Relationships** – people value family and community relationships.
- **To be able to care** – unpaid carers want support to carry on caring for as long as possible.
- **Living at home** – people want to stay at home in well-maintained housing that's flexible enough to meet their changing needs.
- **Consistent services** – people want services that give them flexibility and choice. The workforce needs to have the right values based on mutual respect.

The Welsh Government has a legal framework that supports this and which needs to drive change. This gives us clear direction for this strategic plan.

We need a change in culture and practice by everyone, including:

- Welsh Government
- Regional Partnership Boards
- Social Care Wales
- Association of Directors of Social Services (ADSS) Cymru
- National Commissioning Board
- National Provider Forum
- the workforce who plan, commission and provide care and support at home.

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**“I love meeting new people; learning about them, they all have a story to tell.”<sup>2</sup>**

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**“It is important for me to build up a rapport. It makes me feel more secure.”<sup>3</sup>**

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<sup>2</sup> Quote by a worker from **Above and beyond: National review of domiciliary care in Wales 2015-16**. CSSIW, 2016.

<sup>3</sup> Quote from **Home care in Wales: Views and experiences of older people**. Welsh Institute for Health and Social Care report for the Older People's Commissioner for Wales, 2012.

## 3. Key areas for action



### 3.2 Care and support at home needs to be built around communities.

Carers and families play a critical role in providing care and support at home. It's often a role that's not seen and can be lonely. People see their relationships first and their caring role second, if at all. We need to support carers and families so that they can carry on caring for as long as possible.

We need to fully understand the resources in our communities. We need to support local communities to make the most of their strengths and connections. We have to use them, and build on them, to support health and well-being, particularly for the most vulnerable.

This involves seeing how different options can work together. It includes volunteering, time-banking, co-operatives, community initiatives and housing support.

Regional Partnership Boards should:

- work as equal partners with their communities, voluntary and independent sectors
- look at how they can develop capacity within communities to better support carers and vulnerable people
- use the population needs assessments to decide what needs to happen.

## 3. Key areas for action



### 3.3 Care and support at home needs to support personal outcomes and meet different needs.

We need to make sure people can get the information and advice they need to make informed choices about support. Independent advocacy should be available when needed. There needs to be clear information about how people can get care and support and what is available. This can stop problems getting worse or help people to help themselves.

There's a range of different responses health and social care services can provide to children, young people or adults. These depend on an individual's strengths and needs.

Care and support at home needs to be flexible and integrated. Services should focus on what matters to people and respond to changing needs and expectations.

It needs to be based on evidence but support innovation and learning.

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**“It is good when someone takes the time to listen but time is always a problem.”**

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There are also local needs that will be different in different parts of Wales. For example; services provided in rural areas will need to be arranged differently to services in cities. Sometimes, specialist services are needed. For example; services for children with specific needs or people living with dementia.

#### Regional Partnership Boards should:

- lead the design and provision of care and support at home
- focus care and support on meeting personal outcomes and local needs (rather than a 'time and task' approach)
- align and bring services together
- find and use opportunities to bring funding together to create efficiencies
- implement new evidence-based service models.

The National Commissioning Board, National Provider Forum and Social Care Wales will support the Regional Partnership Boards.

## 3. Key areas for action



### 3.4 Invest in a range of good-quality options that help people maintain their independence and well-being.

Care and support at home can help people to keep their independence. It can prevent people needing more costly or intrusive health and care services. We must find the most economic and effective ways to provide care and support at home.

The way organisations have to tender for services means they have to squeeze down costs. This affects workforce pay, terms and conditions. It's getting difficult to recruit and keep staff. Because of this, providers of some services have chosen not to tender with local authorities any more.

Some people pay for their own care and support. People who provide services have told us that they can provide a better service when this happens.

We need to make sure all care and support is good-quality, consistent and that the true costs are paid.

We need to:

- justify our use of public funds
- show how community-based initiatives can prevent the need for more costly services
- be honest about what we can fund
- let people know what they will be expected to pay for.

#### The Welsh Government should:

- explore options to increase and maximise the resources invested in care and support at home
- look at realigning funding to make sure:
  - people can get care and support when they need it, to avoid crises
  - the way that care and support is funded does not restrict choice and control
- prioritise funding to support sustainable provision, including workforce pay, terms and conditions.

#### Regional Partnership Boards should make sure systems for purchasing care and support at home:

- work together between health and social care
- are easier to understand and use
- focus on quality and personal well-being outcomes.

The National Commissioning Board and National Provider Forum will support the Regional Partnership Boards.

The National Commissioning Board will lead the development of a commissioning toolkit to help these changes.

## 3. Key areas for action



### 3.5 Make sure the workforce has the knowledge, skills and values to deliver care and support at home.

People value a consistent and reliable workforce who focus on what matters. Workers also value the relationships they form through their work.

To meet people's needs and expectations the workforce needs strong leadership and management. It needs leaders and managers who make sure their service is good quality using the available resources well, and that the workforce have the support they need to provide a good service.

We need care and support work to be a respected career choice. The workforce needs the right values, knowledge and skills. They need to be valued, confident and competent in their roles. Terms and conditions should reflect this. This is essential for the system to function and deliver relationship-based, outcome-focussed care and support.

Social Care Wales will develop and deliver a workforce strategy that:

- promotes the value of care and support at home
- protects independence and improves well-being
- supports the health, housing and social care workforces to work together better
- supports a consistent approach to defining and carrying out health-related care
- supports leaders, managers and practitioners to deliver these changes
- includes options for carers and families
- makes learning opportunities available for people planning and commissioning care and support at home
- upskills the domiciliary care workforce through qualifications, registration and continuing professional development (CPD)
- supports employers to tackle difficulties in recruitment and keeping staff
- supports employers to address poor pay and conditions
- works with partners in education, such as Qualifications Wales, to develop learning
- find out what the future workforce needs
- develops a culture of innovation, improvement, evidence-informed practice and research awareness.

## 3. Key areas for action



### 3.6 Base care and support at home on the best evidence from academic and practice-based research.

We need to make sure we base care and support at home on evidence of what works. This must include the voices of people who need care and support and carers.

Research, monitoring and good practice examples should all inform service development and research priorities.

Social Care Wales and Welsh Government Social Care Research and Development will work together to:

- develop and co-ordinate evidence based intelligence about the different models of care and support at home
- look at how effective different models are at meeting personal outcomes
- evaluate and promote new and innovative ideas
- lead improvement in planning, design and implementation
- support continuous and evidence-based improvement in practice.

## 4. Next Steps



No one group or organisation can make the changes needed to achieve this vision alone. We will need to share work and decisions through co-production. This will need commitment from everyone, including:

- individuals
- carers
- families and communities
- those commissioning, providing and regulating services
- the Welsh Government.

To achieve the vision of this strategic plan we will need to inspire, encourage and challenge each other to support good practice and improvement.

Work needs to begin now. We have developed a plan that shows some of the first things that need to be done. We will work with people across Wales to plan what improvements need to be made, and how they will be achieved.

A small selection of practice examples can be found in the accompanying document 'Care and support at home - Supporting stories'. We will add to these as the strategy is put into practice.

# Appendix 1:

## Contributors to the development of the Strategic Plan

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- Alzheimer's Society
- Aneurin Bevan University Health Board
- Association of Directors of Social Services Cymru (ADSS Cymru)
- Blaenau Gwent Community Reablement Team
- Cardiff and Vale University Health Board
- Care and Repair Carmarthenshire
- Care and Repair Cymru
- Care and Social Services Inspectorate Wales
- Care Council for Wales
- Care Forum Wales
- Carers
- Carnegie UK Trust
- Cartrefi Cymru
- City and County of Swansea
- College of Occupational Therapists
- Conwy County Borough Council
- Cyngor Gwynedd
- Denbighshire County Council
- Diverse Cymru
- Expert Reference Group Domiciliary Care Wales
- Flying Start Cardiff
- Greater Gwent Regional Team
- Gwent Transformation Team
- Health, Social Care and Housing Group
- Health and Social Care Research and Development, Welsh Government
- Individual using care and support
- MS Society Cymru
- National Commissioning Board
- North West regional Workforce Board meeting
- Office of the Older People's Commissioner Wales
- Pembrokeshire County Council
- Powys Teaching Health Board
- Social Care Wales Reference Group
- Torfaen Community Resource Team
- Torfaen County Borough Council
- UNISON Cymru/Wales
- UK Home Care Association
- UK Support Worker Association Limited
- Social Care Institute for Excellence
- Social Services Improvement Agency
- Wales Alliance for Citizen Directed Support
- Wales Co-operative Centre / Care to Co-operate
- Welsh Council for Voluntary Action
- Welsh Government
- Welsh Local Government Association
- Welsh NHS Confed
- Workforce Education and Development Services NHS
- Ynys Môn County Council

## Appendix 2: Key documents



In addition to the rapid review of the evidence commissioned by SCIE to inform this strategic plan, a number of reports, reviews and publications have fed into it. Some of the key documents are listed below:

### Reports and information from Wales

1. A place to call home? A Review into the Quality of Life and Care of Older People living in Care Homes in Wales. Older People's Commissioner for Wales, 2014
2. Above and beyond: National review of domiciliary care in Wales 2015-16. CSSIW, 2016
3. Accessing and Paying for Social Care in Wales: A people's perspective. Citizens Advice Bureau, 2016
4. An Integrated Care System (not without Housing or the Third Sector). Older People's Commissioner for Wales, 2013
5. Care at Home: challenges, possibilities and implications for the workforce in Wales. Care Council for Wales, 2010
6. Consultation Document: Improving the recruitment and retention of Domiciliary Care workers in Wales Domiciliary Care Workforce. Welsh Government, 2016
7. Factors that affect the recruitment and retention of domiciliary care workers and the extent to which these factors impact upon the quality of domiciliary care. Welsh Government, 2016
8. Future Pressures on Welsh Public Services: Financial, demand and other cost pressures to 2025 and a review of potential responses. Mark Jeffs, Wales Public Services, 2013.
9. Home Care in Wales: views and experiences of older people. Welsh Institute for Health and Social Care report for the Older People's Commissioner for Wales, 2012
10. Setting the Direction: Primary & Community Services Strategic Delivery Programme. Welsh Government, 2010
11. StatsWales figures on Adults receiving services; Home care by local authority; Local Authority Social Services - Staff Numbers in Wales. Statistics for Wales, 2015
12. Supporting the development, collection and analysis of Social Care Workforce Development Partnership workforce data. Local Government Data Unit Wales, 2015
13. Survey of visitors to the Care Council/SSIA stand at the Royal Welsh Show and National Eisteddfod asking 'if you were receiving care and support, what do you think would help to make a good service?' Responses:
  - Being involved in how the service is run 33 per cent
  - Better pay for workers 29 per cent
  - Strong and supportive managers 19 per cent
  - Professional recognition for workers 18 per cent.

## Appendix 2: Key documents



14. The 2016 Challenge: A vision for NHS Wales. The Welsh NHS Confederation briefing for the National Assembly for Wales Election, 2016
15. The impact of the National Living Wage on the care sector in Wales. Association of Directors of Social Services Wales, 2013
16. The Profile of the Domiciliary Care Managers in Wales 2016: A report from the Care Council for Wales Register of Social Care Workers. Care Council for Wales, 2016
17. Wales after Brexit: an agenda for a fair, prosperous and sustainable country. Bevan Foundation, 2016
18. Wales Omnibus research. Beaufort Research, June 2016
19. Our Housing AGEnda: meeting the aspirations of older people in Wales. A report by the Expert Group on Housing an Ageing Population in Wales. Welsh Government, 2017.
4. An ethnographic study of practice in England. Dr Emilie Whitaker, CASCADE Research Briefing Number 5: September 2015
5. Report of the National Review of Services for Disabled Children. Scottish Government, 2011
6. Social care for older people: Home truths, Richard Humphries, Patrick Hall, Anna Charles, Ruth Thorlby, Holly Holder. The Kings Fund and Nuffield Trust, 2016
7. Time to care: A UNISON report into homecare. Unison, 2012
8. UKHCA Summary: An Overview of the Domiciliary Care Market in the United Kingdom. UK Home Care Association, May 2016
9. What, when, why and how: zombie social work and the need for a new narrative Ch 2. in Rethinking Children's Services: Fit for the Future? Donald Forrester, edited by Enver Solomon. National Children's Bureau, 2016

### UK-wide reports and information

1. Comparative Costs of Home Care and Residential Care. Chappell et al., Gerontologist 2004, June, 44(5) 389-400
2. Facts about carers. Carers UK, 2015
3. How have mortality rates by age changed over the last 50 years? Office for National Statistics, 2013