Introduction to the Outcomes Based Home Care Commissioning Toolkit

1 Introduction

This document is part of the Home Care Outcomes-based Commissioning Toolkit developed by the National Commissioning Board for Wales (NCBW) to commissioners of home care and providers move towards a more outcomes-based approach. This is an outline document that will be developed further as the project moves forward.

The National Commissioning Board for Wales (NCBW) has been established to promote good practice in commissioning. It has established two projects in relation to home care services. The first concerns the development of this toolkit designed to help commissioners and providers to move from a task and time approach to a more outcomes focused approach offering more personalised services. The toolkit consists of a broad range of tools which will be added to as the need for additional tools are identified.

The second concerns improving practice in relation to securing home care services principally through procurement. The NCBW commissioned Léonie Cowen of Léonie Cowen & Associates to develop practical legal guidance on the 'light touch' (known as the guidance in this toolkit) regime. This is a legal overview and good practice guide for the procurement of social services in view of the changes introduced by the Directive on Public Procurement (2014/24) and Public Contract Regulations 2015 made under the Directive.

These projects tend to overlap but together we hope they help to secure the development of personalised outcomes focused services that also promote good quality and a sustainable workforce. This is an ambitious program but given the serious challenges ahead in terms of demand, workforce and financial resources, it is important that we rise to the challenge.

The NCBW paper by John Bolton and Keith Moultrie of the Institute of Public Care on the implications and requirements involved in moving to an outcomes-focused approach. (Outcomes based commissioning in domiciliary care – A discussion Paper: April 2016) states that 'there has been recent moves by local authorities across the UK to consider a change in the way in which they procure services in adult social care, toward an approach which looks at how those providing services in adult social care are held to account for the outcomes they achieve rather than just the activities that are delivered. This is often referred as "outcome based commissioning". This original paper is included as part of the toolkit.

http://www.wlga.wales/SharedFiles/Download.aspx?pageid=62&mid=665&fileid=1562

The advantages of developing a toolkit are that it relatively easy to add tools, update and change tools as good practice develops. This introduction to the toolkit will change as tools are added or amended so that the toolkit can be kept up to date. A further consideration is that commissioners whether they are local authority or health board commissioners are all at different stages of development and within the commissioning cycle. Some commissioning agencies may be more advanced than others in their approach to outcomes. Some commissioning agencies have only recently awarded contracts and so may see the toolkit as less relevant in the short to medium term.

Although local authorities are the main public-sector commissioners of home care services, health boards are increasingly commissioning services from home care providers. It therefore makes sense to maximise the use of resources by developing an integrated approach to commissioning these services. Consideration should also be given to an integrated approach for determining the costs (fees paid) for home care services. The Bolton/ Moultrie paper referred to above commented “that for more than a decade, commissioners of domiciliary care have focused on driving the price for services down to maximize the amount of care a person can get at the lowest possible cost. It is now widely recognised that extending this approach further is unsustainable as it threatens the existence of those providers who deliver local services…” The NCBW has worked with the National Provider Forum, the UKHCA, commissioners and Welsh Government to develop an appropriate methodology for the costs of care; similar to that being developed for care homes for older people.

The NCBW wants to encourage a proactive approach to commissioning. This means that planning takes place well in advance so that a detailed analysis can be undertaken. Commissioners should have a timetable outlining when all contracts for all services are due for renewal so they can plan their commissioning activities well in advance. Where contracts are due for renewal, for example, in 18 months’ time commissioners will need to be thinking about the model of care they want to develop, and they will need to understand both the needs for the service and the capacity and quality of existing services.

Although the toolkit is designed as a commissioning toolkit providers’ have been involved in its development and more importantly, we will look to develop tools to support providers in the future. We want to ensure that commissioning practice is transparent and that both commissioners and providers are equipped to work more effectively together. During the development of the toolkit, some providers expressed concern that it is essential to be clear what an outcomes focused approach means and how the interpretation is managed by Care Inspectorate Wales (CIW). Commissioners will need to work with providers to understand their respective roles and responsibilities and to ensure that they have a shared understanding of the actions required to deliver outcomes focused services.

The move to a more outcomes focused service involves considerable change both in relation to culture and practice. The advantage of a ‘task and time’ approach is that it is both relatively easy to understand and measure or audit. The development of an outcomes focused approach offering greater flexibility in the way resources are used to offer a more personalised, outcomes focused services provides more serious

challenges for all stakeholders. Outcomes are notoriously more difficult to measure but the development of services which are capable of making more positive impacts upon the wellbeing of individuals and families cannot be delayed until we have developed perfect measurement systems.

It would be fair to say that despite the ambition of many commissioners to move from a task and time approach to a more outcomes focused approach, we are still in the early stages of development. At present we have not identified any examples where a commissioner can tick all the boxes in terms of an outcomes focused approach to assessment, care planning, delivering an outcomes focused service underpinned by an outcomes focused contract, specification and quality assurance arrangements. This statement could be open to challenge in which case we would all be excited to view examples where an outcomes focused approach encompasses these elements.

In summary, we hope that the toolkit can help move towards an outcome –based, personalised approach to home care that can have the following benefits:

For the individual:

- Having greater control that promotes wellbeing.
- Improved use of community resources.
- More flexible service approach.
- Changes in need are responded to more quickly – recognition than needs can vary from week to week as well as over time.

For the family

- Improved family engagement and opportunities to shape the service.
- Improved use of care and support services enables families to add value – doing more social activities with the individual.

For the home care worker

- Care workers can enjoy the challenge by showing more initiative in supporting people to achieve their chosen outcomes, leading to improved job satisfaction, status and recognition.

For the home care provider

- Commissioners and providers develop a trust relationship and understanding of their respective roles.
- More accountability from providers to commissioners with commissioners more approachable and responsive to changing circumstances.

For the care manager (Social Services or Health)

- Reduced bureaucracy
- Improved relationships with care provider – improved communication
- More positive approaches to risk
- Better able to respond to changing needs more quickly.
- Greater job satisfaction

To the commissioner

- Improved use of resources through focusing services on what matters to the individual

The materials referenced in this toolkit are part of a range of resources still being developed to support outcomes – based commissioning across Wales, and so they should not be viewed as the finished article. Some of the examples relating to procurement pre-date the introduction of the revised procurement regulations so should be used selectively.

Steve Vaughan
National Commissioning Board for Wales

2 National Context

The Care and Support at Home in Wales Five-year strategic plan (2017 – 2022) recognises the fantastic people doing excellent social care work every day in all parts of Wales.

However, the strategy also presents a warning that care and support at home could soon be in crisis if action is not taken, doing more of the same is therefore not an option. 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.

The Regulation and Inspection of Social Care (Wales) Act 2016 will came into force in April 2018 and will be fully implemented and operational by April 2019. Social Care Wales are registering domiciliary care workers who provide regulated care and support at home from April 2018 onwards.

In addition, Care Inspectorate Wales (CIW) are currently developing a range of national standards for home care employees and care homes that will underpin the regulatory requirements, with an emphasis on placing service quality and improvement at the heart of services and ensuring services deliver high-quality care and support.

These standards are likely to be based on the following key criteria:

- Governance, Information, Person-centred care, Staffing and Safeguarding

The provision of health services in Wales is the remit of NHS Wales under the direction of the Welsh Government. Local Health Boards have responsibility for all commissioning and provision of health services in their area. The Welsh Government have produced an Outcomes Framework for the NHS in Wales that it describes on its website as: “The NHS outcomes framework includes only outcomes and outcome indicators that have been determined to measure health related well-being.
A delivery framework is also in place to support the delivery of health and well-being by health boards and health trusts. “

Reablement services are often linked with a range of other health and social care activities as part of an overall Intermediate Care service.

Reablement often precedes a longer-term assessment and the provision of home care or other services on a long-term basis. Reablement encourages service users to recover the confidence and skills to carry out activities themselves and continue to live at home.

The Institute of Public Care (IPC) have been working in partnership with the NCBW to develop this toolkit of resources for home care commissioners (health and social care) and providers. This toolkit is designed to support and enable a step change from current practice to commissioning and delivering home care services that are outcome focused to meet on meeting individual well-being needs across Wales.

It should be noted that the resources included within the toolkit are not intended to mandate current and future practices of commissioning and delivering home care. They act as a support initiative, based on proven examples of 'good practice' to enable both commissioners and providers to consider how to move from a task and time approach to outcomes focused commissioning.

This means working flexibly and in collaboration with domiciliary care providers across the health and social care system to promote health and wellbeing.

The toolkit is aligned to the Care and Support at Home's vision 'People in Wales working together to promote well-being through care and support at home', and promotes the principle that commissioning needs to work for the individual, with a focus on individual outcomes that include a range of ways in which these can be achieved so that a system of care and support at home works holistically.
The toolkit is designed for use across a range of settings and to commission home care services in both urban and rural areas across Wales

The resource tools are also intended to support commissioners and providers to take an informed view of their own position, the cost and benefits of change, and then to plan specific local activities. The tools will support and help mitigate any risks in managing change from current culture and practice to an outcome based approach.

It is essential that to deliver outcomes based home care services the principals and values of coproduction should be included. Co-production is a key concept in the development of social care services. It will make an important contribution to all the big challenges that face social care services. Co-production can support:

- Embedding the social services and wellbeing (Wales) Act's duties
- Delivering cost-effective services
- Improved customer and carer experience of services
- Increased community capacity
- Outcome-focused and preventative services
- Integration of health and social care functions

Co-production should be used to develop preventative, strength-based services, support assessment, shape the local care market and develop information and advice services.

There is no single formula for defining what is meant by co-production but there are some key features that are present in co-production initiatives, including:

- Define people who use services as assets with skills
- Break down the barriers between people who use services and professionals

- Build on people's existing capabilities
- Include reciprocity (where people get something back for having done something for others) and mutuality (people working together to achieve their shared interests)
- Work with peer and personal support networks alongside professional networks
- Facilitate services by helping organisations to become agents for change rather than just being service providers.

3 How to use the toolkit

This toolkit provides straightforward guidance on accessing a range of resources that describe the journey required as a commissioner or a provider to deliver outcomes based services across three models of outcomes based commissioning, namely:

- **Model 1: Outcome Based Care Planning:** (Using outcomes as the basis for planning and reviewing a care package)
- **Model 2**: **Reward for Achieving Outcomes and customer satisfaction**: Again, Individual focused but concentrating on the financial aspects of meeting outcomes.
- **Model 3**: **Population based accountability for Outcomes**: Responsibility for the provider(s) for meeting the outcomes of a group of people across a defined geographic area

To support the introduction and development of these models the toolkit includes examples of best practice, references to other sources, research and resources that can help to inform practice of commissioners or home care providers.

The toolkit is divided into five themed categories that are colour-coded with individual logos/ fonts to ensure ease of access and navigation.

The five categories are:

1. Introduction & overview
2. Specification & Contracting
3. Quality Performance & Management
4. People
5. Systems & Processes

The contents of each tool is also listed at section 6 to help steer individuals around each tool.

3.1 Table of tools included in the outcomes based commissioning toolkit

The table below provides an overview on the tools that are available within the toolkit.

Section	Title of the tool
Introduction & Overview	Purpose and Context of the toolkit
	Tool 1: Basic Concepts in home care & reablement
	Tool 2: Home Care & wider relationships
	Tool 3: Commissioning for outcomes in social care
	Tool 4: Market analysis
	Tool 5: Guide to step change commissioning in social care
	Tool 6: Further resources list
Specification & Contracting	Tool 7: A checklist of different procurement approaches
	Tool 8: Outcomes based home care specifications
	Tool 9: Using the outcomes star in outcomes based home care services
	Tool 10: Outcomes based home care contracts
	Tool 11: Outcomes based procurement template
Quality & Performance Management	Tool 12: Inputs, outputs and outcomes
	Tool 13: A quality assurance framework
	Tool 14: A workforce analysis tool
	Tool 15: A guide to using interactive technology in outcomes based commissioning
	Tool 16: Risk management within outcomes based commissioning
People	Tool 17: A simple guide to outcomes based commissioning
	Tool 18: A change management tool
	Tool 19: An engagement & communication checklist
Systems & Processes	Tool 20: A framework for reviewing commissioning systems
	Tool 21: A Systems and processes tool for commissioning for outcomes
	Tool 22: A design tool to shape to shape and develop systems to support outcomes

The toolkit has been designed in such a way that each tool has its own distinct branded logo within each of the five categories, this is intended to aid practitioners in easily identifying and locating the tool they wish to use.

The purpose of each of the five categories and the individual toolkits logos assigned to each tool are described within the tables below.

Main Categories

Introduction & Overview

An overview of the tools & basic concepts of home care

Specification & Contracting
Practical tools to develop outcomes based approach to the relationships between purchasers & providers

Quality & Performance Management
Tools to support managing quality and performance within an outcome-based approach domiciliary care

People
Tools to help commissioners develop plans for taking forward an outcome-based approach within decision making protocols

Systems and Processes
Tools to manage the care pathway from assessment, care and support planning, to quality assurance and review

Introduction & Overview

This section of the toolkit includes Introductory papers describing the purpose and context, the basic concepts of home care commissioning, types of home care, their relationship to wider health and social care and reablement, and how they relate to policy and legislation.

Purpose & context
An overview of the tools available, their purpose and how to use them

Basic concepts in home care & Reablement
Context on the models of home care & reablement

Home care and wider relationships
National overview including the relevant legislation and regulations

Commissioning for outcomes in Social Care
Introduction to the outcomes based approach

Market analysis
How to carry out a market analysis that is appropriate to the outcomes-based approach

Guide to step change commissioning of outcomes-based home care
Step – change pathway guide

Further resources list
A list of additional resources and guidance for commissioning outcomes based home care services

Specification and Contracting

The tools within this section provide practical examples of what could be developed in a local area to underpin an outcome-based approach to the relationship between purchasers and providers of domiciliary care.

A checklist of different procurement approaches
A checklist of approaches within an outcome-based procurement process for home care

Outcomes based home care specifications
A service and individual level specification, including a commentary explaining their purpose

Using the Outcomes Star™ in outcomes-based home care service
How to use the model in the commissioning of outcomes-based home care.

Outcomes-based home care – contract contents
Procurement tool to support commissioners with information about appropriate content in commissioning outcome based

Outcomes-based procurement template
A checklist regarding the planning of home care and reablement procurement exercises.

Quality & Performance Management

The tools within this section provide examples of what could help manage quality and performance within an outcome-based approach to domiciliary care.

inputs, outputs and outcomes
A Guide to understanding inputs, outputs and outcomes and how they relate to each other

Quality assurance
An example quality assurance framework covering quality of care, satisfaction and user experiences

Workforce analysis
A workforce analysis framework to help both commissioners and providers to review skills requirements and capacity, plan

Interactive outcome based commissioning technology
How technology can be an effective enabling tool in the coordination of care, personalisation and prevention.

Risk Management
An overview and guide to managing risk that includes a checklist and examples

People

These tools help commissioners and providers develop plans for taking forward an outcome-based approach, and ensure that key strategic decisions are taken at an early stage which will promote successful implementation

Simple guide to outcome based home care commissioning
A simple guide to the principles and model of outcomes based commissioning

Change management Plan
A commissioner change management plan example internal project management plan.

Engagement & communication
A checklist covering how these activities could be undertaken as part of the change management plan

Systems & Processes

These tools help commissioners and providers to use effective automated systems and processes to manage the pathway - through assessment, care and support planning, service allocation and delivery, charging and invoicing, quality assurance and review

Framework for reviewing commissioning systems
A framework to evaluate commissioning home care on the basis of Outcomes.

Systems and processes
A range of systems, processes and options and how they can be supported within an outcome based model

A design tool to shape systems to support outcomes
Supports commissioners to shape systems in outcomes-based practices health/social care

4 Other materials

The Care and support at home in Wales five -year strategic plan 2017- 2022 has been developed by Social Care Wales in partnership with local authorities and the social care, health and housing sectors.
It sets out a vision for change to improve care and support at home for people in Wales. It also briefly explores the current provision of home care, looks at why change is needed, and identifies six main areas for action to improve care.
Care and support at home in Wales Five-year strategic plan 2017-2022

The Regulation and Inspection of Social Care (Wales) Act 2016 builds on the success of regulation in Wales and reflects the changing world of social care. It places service quality and improvement at the heart of the regulatory regime and strengthens protection for those who need it.
Regulation will move beyond compliance with minimum standards, and focus more on the quality of services and the impact, which they have on people receiving them.
Regulation and Inspection of Social Care (Wales) Act

The Social Services and Well-being (Wales) Act is a new law that will give you more of a say in the care and support you receive. The new Act came into force on 6 April 2016.
It is the law for improving the well-being of people who need care and support, and carers who need support.
Social Services and Well-being (Wales) Act 2014

To define what wellbeing means to the individual, and understand whether this is being achieved, Welsh Government has produced a Wellbeing Statement.
Well-being statement for people who need care and support and carers who need support

Local authorities will be measured on their progress both locally and nationally towards transforming care and support services based on the well-being outcomes using a National Outcomes Framework.
National outcomes framework for people who need care and support and carers who need support

'Being at the centre' is a useful third sector leaflet produced by the Wales council for Voluntary Action (WCVA) which describes how Wales is moving towards a new relationship between members of the public and public services.
Being at the centre WCVA

Regulations and National Minimum Standards for care homes, adult placement schemes, domiciliary care agencies and nurses' agencies.
These regulations outline what a care provider must do by law to provide a care service in Wales.
Regulations and National Minimum Standards: Adult Services

5 Note on copyright and publication of the Toolkit.

This toolkit and all copies thereof are and shall remain the property of the National Commissioning Board and Welsh Local Government Association (WLGA). Copyright shall remain vested in the parties who prepared the document or part thereof and any public authority in Wales shall have free and unrestricted license (at no cost) to use such documents or parts of documents for the purposes of considering the information contained in the toolkit.

This toolkit was last amended by the Institute of Public Care at Oxford Brookes University and by Léonie Cowen in May 2018. Later changes to law or practice have not been taken into account.

6 Full contents

Section	Title of the tool
Introduction & Overview	**Purpose and Context of the toolkit**
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	Tool 2: Home Care & wider relationships 1 Core Material: Overarching principles of this toolkit 2 Purpose of this tool 3 Core materials 3.1 Policy and Legislation 3.2 Regulation 3.3 Further Information 3.4 Impact of outcomes-based commissioning Other materials
	Tool 3: Commissioning for outcomes in social care 1 Core Material: Overarching principles of this toolkit 2 Purpose of this tool 3 Effective commissioning 4 What are Well-Being Outcomes? 5 Outcome focused commissioning 6 Implementing an outcomes based approach 6.1 Commissioning for outcomes using geographical zones 7 Emerging practice examples 7.1 Vale of Glamorgan and All - Care South Wales 7.2 Carmarthenshire County Council 8 Other materials
	Tool 4: Market analysis

	1 Core Material: Overarching principles of this toolkit 2 Purpose of this tool 3 Market Analysis – Overview 3.1 Social Services Improvement Agency: Population needs assessment interactive resource toolkit 3.2 Outcomes based commissioning materials 4 Further resources
	Tool 5: Guide to step change commissioning in social care 1 Core Material: Overarching principles of this toolkit 2 Purpose of this tool 3 The Commissioning Cycle 4 Step Change Commissioning 5 Best Practice Examples 6 Other materials
	Tool 6: Further resources list 1 Local Government and Home Care 2 Outcomes 3 Commissioning 4 Procurement 5 Best Practice Examples
Specification & Contracting	**Tool 7: A checklist of different procurement approaches** 1 Core Material: Overarching principles of this toolkit 2 Purpose of this tool 3 Core Material 4 Good Practice Examples 5 Further Resources
	Tool 8: Outcomes based home care specifications 1 Core Materials 2 Specifications 2.1 Ensure requirements are appropriate to the size and complexity of the change being implemented 2.2 Identifying the Need 2.3 Gathering the Data 2.4 Developing the outcomes-based specification and award criteria 2.5 The specifications should: 2.6 The specifications should not:

	2.7 Model 1: Outcome Based Care Planning: (Using outcomes as the basis for planning and reviewing a care package) 2.8 Model 2: Reward for Achieving Outcomes and customer satisfaction: Again, Individual focused but concentrating on the financial aspects of meeting outcomes. 2.9 Model 3: Population based accountability for Outcomes: Responsibility for the provider(s) for meeting the outcomes of a group of people across a defined geographic area. 3 Examples 4 Further Materials
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	Tool 10: Outcomes based home care contracts 1 Core Material: Overarching principles of this toolkit 2 Purpose of this tool 3 Contract Law overview 4 Outcomes-Based contracting 5 Further Resources
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Quality & Performance Management	**Tool 12: Inputs, outputs and outcomes** 1 Core Material: Overarching principles of this toolkit 2 Purpose of this tool 3 Core Material 3.1 Logic Modelling: A systems model of working with outcomes and impact 4 The outcomes conversation 5 Planning for outcomes 5.1 Scenario 6 NHS logic modelling 7 Other materials
	Tool 13: A quality assurance framework 1 Core Material: Overarching principles of this toolkit 2 Purpose of this tool 3 What is Quality Assurance? Introduction and overview 4 Additional Guidance Notes 4.1 Delivering on Outcomes 4.2 Individual and Population Service Reviews by the Provider 4.3 Unplanned Reviews 5 Co-Production and quality assurance 6 Quality Assurance Frameworks 6.1 Strategic Outcomes 6.2 Key Performance Indicators – Best practice example 7 Contract Monitoring and the Audit Process 7.1 Contract Monitoring 7.2 Audit Processes 8 Continuous Improvement Plans 9 Further materials
	Tool 14: A workforce analysis tool 1 Core Material: Overarching principles of this toolkit 1.1 Purpose of this tool 2 Workforce planning timescales 3 The four stages in strategic workforce planning 4 Modelling future workforce demand 5 Modelling future workforce supply 6 Plan actions to implement the required new workforce plan 7 Other materials

	Tool 15: A guide to using interactive technology in outcomes based commissioning 1 Core Material: Overarching principles of this toolkit 1.1 Purpose of this tool 2 Interactive outcome based commissioning technology for health and social care 3 Technology enabled care services and reablement 4 Technology and Commissioning for Outcomes in Home Care and Reablement 5 Good practice example: Project Co-Care, Technology for outcomes based commissioning 5.1 How it works 5.2 Key Features 5.3 Advantages of using Co-Care 6 Other materials
	Tool 16: Risk management within outcomes based commissioning 1 Core Material: Overarching principles of this toolkit 1.1 Purpose of this tool 2 Managing risk within Models 1 & 2: Outcomes based care planning and reward for achieving outcomes and customer satisfaction 3 Model 3: Managing Risks associated in commissioning by population based accountability for outcomes 4 Other materials
People	**Tool 17: A simple guide to outcomes based commissioning** What is outcomes based commissioning? Are you contracting for outcomes? The characteristics of outcomes based contracts Key themes of outcomes based commissioning Models of outcomes based commissioning
	Tool 18: A change management tool 1 Core Material: Overarching principles of this toolkit 1.1 Purpose of this tool 2 Introduction Change Management Plan Template 3 Other materials

	Tool 19: An engagement & communication checklist 1 Core Material: Overarching principles of this toolkit 1.1 Purpose of this tool 2 Introduction: An overview of Employee & Community Engagement 2.1 Importance of engaging staff 2.2 Importance of Community Engagement 2.2.1 The Importance of Co-Production 3 An engagement tool: Involvement Process Map 3.1 What is it? 3.2 What is it for? 3.3 How does it work? 3.4 Using this tool 3.4.1 Set out and define purpose 3.4.2 Design and test 3.4.3 Action or implementation 4 Engagement & Communication Checklist 5 Good practice examples 6 Other materials
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