

MANAGING THE MARKET**REPORT OF THE EXECUTIVE DIRECTOR PEOPLE SERVICES****1. Purpose of the Report**

- 1.1 This report provides information relating to the care and support provider market in Sunderland, including the on-going work undertaken by the Commissioning Team with regards to working with and developing a diverse care and support market, and an update on quality and adult safeguarding matters. The report is one of a series of regular updates to Scrutiny Committee.

2. Current Position

- 2.1 The Council currently operates a range of commissioning arrangements for the provision of adult care and support services. The Council's preferred method of securing services is via a formal procurement process whereby the Council enters into a contractual arrangement with care and support providers. There are services that are commissioned that sit outside of a formal contracted arrangement whereby services have been arranged on an individual basis. Individuals are also able to commission services directly with providers via Direct Payment arrangements.
- 2.2 The Commissioning Team is responsible for facilitating market development, management of demand and supply, and ensuring the quality of services provided by the market are of a high standard, appropriate and flexible to the needs of the individuals being supported.
- 2.3 Within Sunderland there are different provider markets which support the health and social care agenda. These can be broken down into the following:
- I. **Accommodation based services for older people** – Residential and Nursing Care; Extra Care Accommodation
 - II. **Accommodation based services for people with disabilities** – Residential Care; Independent Supported Schemes; Core and Cluster Schemes.
 - III. **Accommodation based services for people with mental health needs** – Residential Care; Independent Supported Living Schemes; Core and Cluster Schemes.
 - IV. **Community services** – Care and Support into people's homes; Day Care/Opportunities; Preventative Services.

3. Market Facilitation and Development

3.1 As outlined in previous updates, there are a number of ways in which the Commissioning Team engages with the provider markets and looks at patterns of demand, to determine how the markets need to develop to respond to future need and commissioning intentions. These include the following activities, which are the core business of the Commissioning Team:

- Contract Management Processes
- Provider Forums
- Individual Provider Meetings
- Quality assurance and service improvement processes
- Supported Accommodation Commissioning Forum
- Monitoring capacity within older persons care homes
- Regional collaborations and networks
- Customer engagement
- Fee Negotiations
- Publications and guidance, benchmarking and identifying best practice
- The use of performance and intelligence data
- Individual social care team meetings to input on the needs of users

4. Current Position

4.1 OP Care homes

4.1.1 There are 47 **older person's care homes** in the city that deliver a mixture of general and dementia residential care, general and dementia nursing care, support for younger people with dementia and people with enduring mental health needs. In terms of beds, based on information gathered from the care homes as at 1 March 2018, there were 1,985 beds with an average occupancy of 85% (1,733 beds occupied). Four homes were operating 100% occupancy.

4.1.2 66% of the care home market is rated as good (31 Homes); 30% Requires Improvement (14 homes); 2% as Inadequate (1 home) and 1 home (2%) has not yet been inspected. Since the last update report, the following homes have been inspected (and reports have been published) by the Care Quality Commission (CQC):

| Service Name – OP Residential/ Nursing | Report publication date | Rating |
|---|-------------------------|----------------------|
| Highcliffe Care Centre (North locality) | December 2017 | Requires Improvement |

Care Homes Based on Locality

| Locality | Total number of homes | Total number of beds | Residential Care Only | Nursing Care Only | Dual Registered Residential and Nursing |
|------------------|-----------------------|----------------------|-----------------------|-------------------|---|
| Coalfields | 11 | 451 | 5 | 0 | 6 |
| Sunderland East | 8 | 235 | 5 | 2 | 1 |
| Sunderland North | 11 | 463 | 4 | 0 | 7 |
| Sunderland West | 12 | 584 | 6 | 0 | 6 |
| Washington | 5 | 252 | 3 | 0 | 2 |

- 4.1.3 Members were updated in the last report that Paddock Stile Manor (Coalfields locality), operated by Indigo, made the decision to remove its nursing care registration. This was following concerns raised with both the Council and CQC regarding the staffing levels within the home not being sufficient to support individuals with complex nursing care needs. The Council are still continuing to work closely with the service to ensure that the service improves in accordance with their service improvement plan and CQC requirements.
- 4.1.4 Members were updated in the last report that there had been media reports about the national care home operator, Four Seasons Health Care, going into liquidation. At the time, the Commissioning Team liaised with the organisation to seek confirmation of the company's position and we were assured that there were no concerns in relation to services operated in Sunderland or nationally. There have been no further reports to indicate that there are any concerns that the Council needs to be aware of and there have been no changes to any of the four homes operating in Sunderland.
- 4.1.5 A new care home opened in December 2017. Blossom Hill Care Home, operated by Crystal Care Services, based in the North of the city offering 40 beds to individuals aged over 18 years, with needs including dementia, sensory impairment and physical disabilities.
- 4.1.6 The Commissioning Team is still in the process of undertaking quality monitoring visits of care homes which have been running from November and will be completed by end of April 2018. The outcome will be that homes will be given a quality rating which is linked to their CQC and internal monitoring rating and which determines their fee levels. Of the homes that have been monitored, there are no indicators of any concerns or areas for improvement that would require immediate action from the Commissioning Team.
- 4.1.7 For those homes operating in the city that have been rated as Requires Improvement and the one home rated as Inadequate by CQC, assurances have been gained via the monitoring visits that have taken place by the

Commissioning Team, feedback from Adult Social Care and Community Health colleagues that there have been improvements made since the point of the CQC inspection and these are being monitored via the regular meetings the Commissioning Team have with the providers.

4.2 Care and Support at Home

- 4.2.1 There are in excess of 30 agencies providing care and support at home located in the Sunderland area and more taking into account those located outside of Sunderland but who provide services into the city.
- 4.2.2 The Council currently has a framework contract in place with 14 care providers who are commissioned to provide care and support at home to all service user groups including adults with complex needs and there are 4 non-contracted providers who are frequently utilised as a back-up to the contracted providers.
- 4.2.3 Of the 18 contracted and non-contracted home care providers that are accessed the most by Adult Social Care, 13 (72%) are rated Good; 4 (22%) are rated Requires Improvement and 1 (6%) service has not yet been rated by CQC.
- 4.2.4 The following services have been inspected by CQC since the last update report:

| Service Name – Care and Support at Home | Report publication date | Rating |
|--|--------------------------------|---------------|
| Dimensions | December 2017 | Good |

- 4.2.5 The care and support at home market appears quite stable in terms of quality with no specific service improvement activity being taken forward by the Commissioning Team.
- 4.2.6 Common issues that providers feedback via the provider forum and contract management include workforce recruitment and retention and collective discussions are taking place locally and regionally about this continuing concern.
- 4.2.7 As part of the Councils quality assurance and contract management function, a programme of quality monitoring visits has commenced with care and support at home providers. Of the services that have been monitored to date, there have not been areas or providers identified that require immediate input or action from the Commissioning Team.
- 4.2.8 The Commissioning Team are progressing with the engagement and planning process in relation to commissioning a new care and support at home contract that will be operational from early 2019.

4.3 Extra Care

- 4.3.1 There are currently 12 Extra Care schemes in the city providing 847 apartments. The average occupancy for each provider is shown in the table below:

| Provider | Total number of schemes | % occupancy |
|--|-------------------------|-------------|
| Abbeyfield (West locality) | 1 | 50% |
| Gentoo (Coalfields and East) | 2 | 98% |
| Housing & Care21 (Coalfields; East, North and West localities) | 8 | 97% |
| Riverside (Washington locality) | 1 | 100% |

- 4.3.2 The new extra care scheme, Abbeyfield, located in Silksworth is now open and is registered with CQC.

Extra Care Schemes based on Locality

| Locality | Total number of homes | Total number of apartments |
|------------------|-----------------------|----------------------------|
| Coalfields | 2 | 91 |
| Sunderland East | 3 | 165 |
| Sunderland North | 2 | 183 |
| Sunderland West | 3 | 290 |
| Washington | 2 | 118 |
| Total | 12 | 847 |

- 4.3.3 Overall, 75% (9 Schemes) of the Extra Care market has been rated as good. Two Extra Care schemes inspected by CQC in December 2017 and January 2018 have both been rated as Requires Improvement. Although Abbeyfield is CQC registered it has yet to have an inspection carried out.

| Service Name – Care and Support in extra care schemes | Report publication date | Rating |
|--|--------------------------------|----------------------|
| Cherry Tree Gardens, Gentoo (Coalfields locality) | December 2017 | Requires Improvement |
| Haddington Vale, Gentoo (East locality) | January 2018 | Requires Improvement |

- 4.3.4 There are two main providers of Extra Care one of which provides their own care and support into the schemes and one who has an agreement in place with a home care provider to deliver the care and support into their schemes. The other two schemes both provide their own care and support into the scheme.
- 4.3.5 Sunderland Home Care Associates (SHCA) is the care provider in the two extra care schemes that are owned by Gentoo and have recently been rated by CQC as Requires Improvement. Both schemes were found to be requiring improvement across all five domain areas: Safe; Effective; Caring; Responsive and Well-led.
- 4.3.6 The Commissioning Team have met with SHCA and Gentoo to discuss the service improvement actions that need to take place and the timescales for completing the required work. Regular meetings are in place with all parties to monitor the progress achieved against the actions.
- 4.3.7 SHCA have appointed a Compliance Officer who is now responsible for the review and maintenance of the quality assurance processes and systems in the organisation. Progress has also been made in relation to staff training, care plan reviews, introduction of a more robust a care plan audit process, redesign of risk assessments and a review of the organisation's medication policy.
- 4.3.8 The care provider has also taken forward a consultation exercise with all tenants and family members who receive a service from them to gather views and feedback about their service delivery. The outcome of this exercise has supported organisational reform work they are taking forward and has resulted in a scheme manager being appointed to each scheme as opposed to one manager covering both schemes which were the previous arrangements.

- 4.3.9 There have been safeguarding and service concerns in respect of one of the Extra Care schemes in which there was evidence of significant poor care practices. The Council have been working very closely with one of the Directors in the Provider organisation to ensure that these concerns are investigated and corrective actions taken to ensure the safety of all tenants. The investigation remains on-going and police investigations have now commenced. The Provider has interviewed over 30 staff which has resulted in a number of staff having action taken against them (from verbal warnings to dismissal). An action plan is in place to progress the investigation and any identified areas for improvement. As result of the concerns all of the other schemes have been subject to quality monitoring by the Council and the Council remains assured that the concerns are not organisation wide. Formal safeguarding proceedings remain in place.
- 4.3.10 Two Extra Care schemes experienced intermittent heating issues during the recent adverse weather conditions with loss of heat in various rooms and communal corridors. Due to previous heating issues the Provider had already requested the contractor to rectify the problems. The Provider has now confirmed that the rectification programme, which included the plant room, has been put in place. In future each scheme will have its own specific contractors in the hope of reducing the number of reoccurring issues.

4.4 Domestic Abuse Services

- 4.4.1 The Directorate has in place a contract for the provision of Crisis Refuge Accommodation and Specialist Domestic Abuse Outreach Support including Independent Domestic Violence Advisors (IDVA) Provision and this has been in place since July 2017. The current service provides a 10 bed refuge service; a Domestic Abuse Specialist Outreach Support and an IDVA linked to Sunderland Royal Hospital. The service continues to operate 3 refuges and demand remains constant, with 94 referrals being received for refuge places within the period, which is slightly less than last quarter. Referrals into the specialist outreach and IDVA provision have increased since last quarter. Self referrals into the service are the highest referral route and the Police are the main referring partner agency.

4.5 Independent Advocacy

- 4.5.1 Total Voice Sunderland are the contracted provider of advocacy support in the city and the two providers who work as part of the consortium arrangement are Voiceability and Mental Health Matters. There were a total of 289 new referrals to the service between October and December 2017 (quarter 3), compared to 366 in the previous period, July to September.
- 4.5.2 The total number of active cases at the end of quarter 3 for all advocacy provision was 820, compared to 869 at the end of quarter 2 (a decrease of 49).

- 4.5.3 The total number of hours being delivered at the end of quarter 3 for all advocacy provision was 3,844, compared to 3,753 at the end of quarter 2 (increase of 91 hours)
- 4.5.4 Whilst there has been a decrease in referrals for Relevant Persons Representative (RPR) provision from 182 in quarter 2 to 132 in quarter 3, this remains the highest demand, followed by Independent Mental Health Act advocacy.
- 4.5.5 The total number of RPR active cases during the period October to December 2017, including new referrals from the period and ongoing cases was 394. There was 1,624 hours being delivered at the end of the quarter.
- 4.5.6 The average length of time that clients are on the waiting list is 57 days, this will be monitored in the forthcoming periods using a new data collection tool, along with measures being taken by the service to manage demand.
- 4.5.6 At the recent quarter 3 contact monitoring meeting the Team Manager representing Adult Social Care provided very positive feedback from Assessment and Review Officers and Social Workers regarding work completed by Voiceability.
- 4.5.7 Voiceability, as part of their organisational service development, are exploring alternative accommodation which could be more cost effective to their current building.

4.6 Accommodation for families with multiple and complex needs

- 4.6.1 The Council has commissioned a wraparound service to families with multiple and complex needs and is delivered from a building with 8 core self-contained units. There are a further 6 satellite properties within this service that provides a pathway through the service with families moving from the Core services into these properties, staff maintain an outreach support function and support families to move through the pathway and into their own tenancy. The provider continues to promote the service with partner agencies both statutory and voluntary. Demand for the service remains constant and the service has supported 5 families to move into an independent tenancy within the period.

4.7 Care and Support Services (Sunderland Care and Support Ltd)

- 4.7.1 The Council has extended the Services Agreement with Sunderland Care and Support (SCAS) up until 30 November 2018. SCAS provide a range of care and support services, including community based services for people with learning disabilities and mental health needs, community equipment services, Telecare and reablement.
- 4.7.2 Since the last update report, Blackwood Road has been inspected in March by CQC. The overall rating was good, with an outstanding rating in the domain of 'responsive':

SCAS: Blackwood Road – overall rating Good;

- The service ensured that people received exceptional end of life care.
- The service ensured processes were in place so that people were supported at the end of their life to have a comfortable, dignified and pain-free death.
- The service recognised the connection between those receiving care and the people supporting them. The service provided care for the family, giving practical and emotional support before and after the death of the person.
- People received personalised care which was responsive to their needs.

4.7.3 There are no reported quality concerns with the services provided by SCAS.

4.7.4 The Council is continuing to work closely with SCAS in relation to a programme of reform work.

4.8 Accommodation of People with Learning Disabilities/Mental Health Needs

4.8.1 The Council has arrangements in place with providers for the provision of care and support and accommodation for people with learning disabilities and mental health needs, known as Supported Living and Registered Services. Sunderland Care and Support Ltd is the largest provider of this type of support in Sunderland, however there are also a number of other providers that are commissioned on an individual level to provide this type of support.

4.8.2 There have been no services inspected by CQC since the last update report, however as a point to note, the following services have achieved an outstanding rating in one domain in their most recent CQC inspection.

Scope: Laverneo – Overall rating Good; rated Outstanding in Caring in September 2017

- The service was extremely caring.
- People who used the service, their relatives and external professionals provided consistently exceptional feedback regarding the caring attitudes of staff and the homely nature of the service.
- People were supported to develop their independence and all people we spoke with agreed the continuity of care provided by staff was key to achieving better health and wellbeing outcomes.
- People were supported to grieve for the loss of a friend and take part in their memorial service, in a dignified, respectful and celebratory manner.
- Staff demonstrated an excellent knowledge of people's needs, preferences, life histories and relationships.

ESPA: Beechwood – Overall rating Good; rated Outstanding in Responsive in July 2017

- The service was Outstanding.

- People said they had “great” quality of life at Beechwood.
 - People received very personalised support. The service enhanced their skills, independence and lifestyle.
 - People felt they had been supported to find meaningful occupations in the community which they found fulfilling, purposeful and enjoyable
 - and there are no significant quality issues within this area of the market.
- 4.8.3 The Commissioning Team are no dealing with any service related concerns with this provider market.
- 4.8.4 The demand for accommodation care and support for individuals is monitored via the Council’s internal Supported Accommodation Partnership, which includes the Commissioning Team and Adult Social Care working together to monitor demand and determine future need for accommodation based services.
- 4.8.5 A scoping exercise is currently been undertaken across all learning disability and mental health service areas involving the Commissioning Team and Adult Social Care to explore alternative models of care and support that are cost effective and that supports individuals to maximise independence. This will be supported by the use of up to date assistive technology solutions where appropriate.

5. Safeguarding Activity

- 5.1 Performance in the first 3 quarters of 2017/18 has followed previous years in terms of the continued increase in safeguarding concerns received which are anticipated to exceed the number received for the full year 2016/17. The progression and timeliness of safeguarding concerns has changed in 2017/18, with 44.4% (834) concerns received in 2017/18 progressing to enquiry compared with 94.6% (1986) in 2016/17. A decrease was anticipated as the revised safeguarding concern form was rolled out, however further audit work continues to validate and test process for effectiveness and quality.
- 5.2 The timeliness of decision making on the progression of a concern received has decreased to 71.1% in 2017/18 from 96.6% in 2016/17, with a decision within 5 days. This is reflective of the team working with referrers to gather further information in order to make an informed decision on the concern received rather than progressing to enquiry to undertake the fact finding at that stage.
- 5.3 Generally agreed threshold levels are improving between operational safeguarding and the referring agency particularly regarding those concerns submitted that are deemed low risk. The agreed levels reduce the more significant the risk is identified as. This is an area that has been identified for further audit and interrogation activity to ensure understanding is maintained and any additional training or support required is identified and provided across the partnership.

- 5.4 Females aged 75 and over with a primary support reason of physical disability continue to be the group for whom the highest volume of concerns are received with the alleged category of abuse being physical or neglect. The partnership and operational safeguarding continue to address these concerns but also look at ways in which the situations/incidents can be prevented.
- 5.5 The removal or reduction of risk remains the priority for all clients and for those enquiries completed in the year to date April – December 2017/18 92.5% of individuals who had a completed enquiry had the risk reduced or removed.
- 5.6 The Partnership through the Board and supporting committees continues to strengthen its collective position progressing multi agency and single agency training and communication opportunities to raise awareness regarding Adult Safeguarding and embedding it into standard operating procedures.

6. New Services

- 6.1 The Commissioning Team are taking forward the following service developments:
- 6.1.1 Continued work with a national care home provider to discuss the potential to develop two new services in Sunderland. This includes the acquisition and extensive refurbishment of a currently unoccupied care home which has been closed for the past 2 years and also the development of one of the providers existing services. The provider has confirmed the refurbishment and remodelling costs to the currently closed care home and are engaging with the Council regarding next steps.
- 6.1.2 Very early discussions are taking place with a developer and care provider about a potential supported housing development in Washington. Scoping is underway to identify the need and demand for provision in this area and this will inform any further discussions.
- 6.1.3 Work continues with three Housing Associations to develop the following schemes:
- One housing provider has purchased a 3 floor property with Thornhill area of Sunderland with the purpose of converting it into supported accommodation for 5 people with disabilities and complex needs, 3 of whom are part of the Transforming Care Programme. The support element to the service will be a blended model using assistive technology and a local contracted care provider has been identified to provide the care and support. The housing provider has submitted applications to the planning department in the Council and they are awaiting the final decision.
 - A current supported living scheme in the Washington area has an empty building on its grounds that could be converted into accommodation for

someone with disabilities, autism and/or complex needs. Following discussions with the Clinical Commissioning Group (CCG, the housing and social care provider, a bid for capital monies was made via the CCG. The bid was successful and consequently, the housing providers will now start developing the building to accommodate the specific requirements of the individual identified for the property, who is part of the Transforming Care Programme.

- A housing provider has purchased land in Grindon and planning permission was granted in March 2017 that has enabled them to build a housing scheme that will accommodate over 55 units for general needs and the potential for 7 or 8 units/apartments for people with learning disabilities. The housing provider has been on site since March 2017 and there is a planned completion date of April 2018. The Commissioning Team have been working closely with SCAS and Adult Social Care to identify people to move into the apartments allocated for people with a learning disability with an assessed housing and support requirement.

7. Recommendations

- 7.1 Scrutiny Committee is requested to receive this report for information.
- 7.2 Scrutiny Committee to agree to receive regular updates from the Commissioning Team in relation to the market position.

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