

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
- 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. Older Persons Care Homes

4.1 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, there are 2,022 beds available across all homes with an average occupancy of 88% (1,842 beds occupied). Nine homes are operating 100% occupancy. The overall average occupancy level represents the ideal balance in terms of viability of homes and placements being available to support new demand and customer choice.

4.2 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 | 474 | 6 | 0 | 5 |
| Sunderland East | 8 | 246 | 4 | 1 | 3 |
| Sunderland North | 11 | 434 | 4 | 1 | 6 |
| Sunderland West | 12 | 471 | 6 | 0 | 6 |
| Washington | 5 | 218 | 3 | 0 | 2 |

4.3 CQC Ratings and Inspections

4.3.1 Of the 47 homes currently operating in Sunderland, there are 40 (85%) homes with an overall rating of Good; 5 (11%) rated as Requires Improvement (RI); and 2 (4%) homes which have a rating of Outstanding.

4.3.2 Since the last update report, 2 homes were inspected (and reports have been published) by the Care Quality Commission (CQC). 1 home was rated Requires Improvement, which was the same as its previous rating, and 1 home was rated Good which is an improvement from its previous rating of Requires Improvement.

4.3.3 The home which received a rating of Requires Improvement was found to have breached the following regulations:

- **Regulation 9 Person Centred Care:** The inspection found that care plans did not reflect people's needs and preferences and did not provide the information staff required to provide the care people wanted.
- **Regulation 17 Good governance:** The inspection found that quality assurance systems were not effective in monitoring the service and promoting sustained improvement in the quality and safety of people's care.

4.3.4 Whilst the inspection identified the two breaches the Inspection report acknowledged very positive feedback about the new management team (in post from June 2019) and that they had been proactive in assessing the current position of the home and identifying the actions required to drive further improvement. The new manager was developing a structured approach to quality assurance and they had improved the systems for analysing incidents and accidents. Checks and risk assessments were completed to help keep people and the environment safe.

4.3.5 Due to the breaches, the Manager was required to submit an action plan to CQC to demonstrate what they will do to improve the standards of quality and safety. The action plans have also been shared with the Council who will be meeting with the Manager to monitor progress. The actions identified include:

- All care plans written prior to the new Manager being in post (pre-June 2019) will be rewritten on new documentation and written in a person centred way. Named staff have been identified to undertake this task.
- Audit processes have been implemented for all new care plans
- Training sessions have been carried out by management around care plans, risk assessments, supplementary information and staff have been given guidance on writing the care plans
- To ensure the quality assurance processes which have been

implemented continue to ensure the health and safety of residents and staff an to carry out health and safety, infection control, catering, medication and care plan audits all in line with company policy.

- 4.3.6 Since the last update report the home which had received a rating of Requires Improvement, which was reported to Scrutiny members in the last update, has been re-inspected and the home received a rating of Good. The Council has continued to receive updates of the providers action plan and the result of the most recent internal quality assurance audit demonstrated 94.3% compliance.
- 4.3.7 Please see **Appendix 1** for details of the services that have been inspected and a breakdown of the ratings.

4.4 Current or ongoing points to note:

- 4.4.1 Further to the update provided in the last report regarding Four Seasons Health Care (FSHC), the Council (and as part of the Association of Directors of Adult Social Services ADASS) has been advised that the sale of FSHC is being undertaken in a measured and controlled way with business as usual continuing whilst the sales process is underway. The sales process had an expected completion date of end September.
- 4.4.2 The planned sale of FSHC to another Provider has not progressed and FSHC are now seeking further discussions with other bidders who have expressed an interest in the sale. The sale of the majority of freehold homes as a collective to a new supplier is still expected, which would include Sunderland as part of the arrangement. Negotiations are still ongoing with landlords about leasehold arrangements.
- 4.4.3 The Care Quality Commission (CQC) are aware of the current sale position.
- 4.4.4 FSHC will be meeting with Local Authorities to go through all of their premises by Council area and also continue to communicate closely with a number of property landlords who have offered commitment and assurance to service continuity.
- 4.4.5 For the four homes in Sunderland that are operated by FSHC, the Council will continue to review the situation to ensure there is continuity of care for the residents of each home and will continue to link closely with Association of Directors of Adult Social Services as developments progress
- 4.4.6 There are ongoing concerns regarding a care home in South Tyneside in which two Sunderland funded residents are currently living. This has resulted in Sunderland Council taking the decision to work with service users and family members to support a move to alternative appropriate accommodation. The service has recently been inspected by CQC and has been rated as Inadequate. CQC have issued a Notice of Decision to remove the location from the Providers registration which will result in the service closing and this process is ongoing as the provider appealing against this decision.

4.4.7 The Council are working with a provider to explore the potential development of a new unit in Ryhope that will support people with acquired brain injury. This is in partnership with the CCG and will explore the potential of bringing back to Sunderland those people who are currently living in placements outside of the Sunderland area.

4.4.8 A current extra care provider is also working with the Council in respect of an extra care development in Washington, on the site where the closed Albany House care home is located. This would provide additional capacity and choice in the care and accommodation market and further updates on this will be provided at future Scrutiny meetings.

5. Care and Support at Home

5.1 The Council currently has a framework contract in place with 11 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 3 non-contracted providers who are frequently utilised as a back-up to the contracted providers.

5.2 CQC Ratings/Inspections

5.2.1 Of the 14 providers, 12 (86%) providers are rated as Good, 1 (7%) is rated as Requires Improvement and 1 (7%) has not yet been inspected. Since the last update report, there has been 1 service inspected and where reports have been published by CQC. The service received an overall rating of Good.

5.3 Current or ongoing points to note:

5.3.1 The Council has concluded the tender process for the new contract which commences January 2020 and a contract has been awarded to 6 providers who are existing providers on the current contract.

6. Extra Care

6.1 There are currently 12 Extra Care schemes in the city providing 851 apartments, of which 840 (98%) are currently occupied.

6.2 Extra Care Schemes based on Locality

| Locality | Total number of schemes | Total number of apartments |
|------------------|-------------------------|----------------------------|
| Coalfields | 2 | 95 |
| Sunderland East | 3 | 165 |
| Sunderland North | 2 | 183 |

| | | |
|-----------------|-----------|------------|
| Sunderland West | 3 | 290 |
| Washington | 2 | 118 |
| Total | 12 | 851 |

6.3 CQC Ratings/Inspections

6.3.1 Overall, 1 scheme (8%) is rated as Outstanding; 8 Schemes (67%) are rated as Good; 2 (17%) are rated as Requires Improvement (RI).

6.3.2 Since the last update report, there have been no services inspected or reports published by CQC.

6.4 Current or ongoing points to note:

6.4.1 There are currently no concerns or points to note with the extra care market.

7. Domestic Abuse Services

7.1 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 current contract has been extended until March 2020.

7.2 Adult Social Care, Public Health, Together for Children and Sunderland Clinical Commissioning Group are carrying out joint scoping of the future service requirements for domestic abuse services, including the potential of joint commissioning services.

7.3 The service continues to see high demand and has received a total of 279 referrals in the period. The service accepted 117 (41.94%) of these referrals and declined 162 (58.06%) with the highest number 114 (70.37 %) of all declined referrals being due to no space or capacity to support. For any unsuccessful referral, the service provider proactively signposts or refers to other refuge services to ensure that people receive the support that they need. The Council are reviewing future domestic abuse provision, including future demand and service requirements and the service provider are developing services to support with demand i.e working with Changing Lives; looking at reopening a refuge which is currently closed following extensive refurbishment.

- 7.4 The service is reporting positive outcomes for people including:
- The therapeutic / counselling sessions which is reducing the number of recontacts
 - 3 women have been supported into employment.
 - 4 women supported into full time education.
 - 1 woman with complex needs has been supported to reduce her alcohol intake and supported back into work part time and successful move into her own property.
 - 3 women have been supported to gain Leave to Remain status with 1 supported into full time employment.
- 7.5 The meeting room at the refuge has been converted into a training room and the service is delivering several training programmes including:
- Helping Hands
 - You & Me programme
 - DART programme working with TFC
 - Journey to Change
 - Power to Change (once they have left the relationship)
- 7.6 Department for Homes, Community and Local Government (DHCLG) have announced another round of funding for 2020 and work is ongoing developing a regional bid.

8. Independent Advocacy

- 8.1 The service remains under pressure to meet demand for advocacy and the actual number of hours being delivered has reached the point where the providers current infrastructure is at maximum capacity and further additional hours cannot be delivered. Referrals for Relevant Persons Representative (RPR) have grown beyond expectation and make up 47% of the referrals to the service. This has resulted in demand greatly outstripping available resources.
- 8.2 The Commissioning Team are in the process of seeking approval to extend the current contract until July 2021 and this includes a review of the current contracting arrangement to enable the provider to increase capacity within the service to meet demand by employing additional staff.
- 8.3 For the period July 2019 – September 2019, there were 277 new referrals to the service, which is a slight decrease from the previous period April 2019 - June 2019 where there was 278.
- 8.4 The total number of clients on the advocacy waiting list covering all 5 categories of advocacy at the end of the period from July 2019 - September 2019 was 23 which are broken down as follows:

- Relevant Person's Representative (RPR) – 23
- Independent Mental Capacity Act Advocacy (IMCAs) – 0
- Independent Mental Health Advocacy (IMHA) – 0
- Care Act Advocacy – 0

- 8.5 This was a slight reduction from the previous period April 2019 – June 2019 where there was 28 on the waiting list.
- 8.6 The service triaging system ensures that the most urgent cases are prioritised at point of contact. The waiting list is reviewed and cases are triaged daily. Triage is undertaken by the Managing Advocate to ensure urgent and time critical referrals are allocated to an advocate.
- 8.7 The service has been focusing on people who are on the RPR Active and Waiting Lists to ensure fair access to service and this has as a result reduced the Allocation time for RPR (and IMCA).
- 8.8 The average time taken to respond to the service users for RPR is 4.6 days with cases taking 8.8 days to allocate.
- 8.9 The service reported a slight increase in both IMHA and RPR referrals between July and September (with a slight drop in IMCA and Care Act numbers but this is not significant).
- 8.10 The average times for all referrals are:
- Average time taken to respond to referral 1.6 days
 - Average time taken to contact service user 5.8 days
 - Average time taken to allocate referral 7.2 days
- 8.11 Advocate caseloads are managed daily and there were 288 cases closed in the reporting period. At the end of the reporting period (September) there were 291 active cases.
- 8.12 The Commissioning Team monitor the waiting list through contract management processes and there is regular dialogue in relation to understanding current demands and management of the waiting list.
- 8.13 Current or ongoing points to note:**
- 8.13.1 The implementation date is still awaited for the Liberty Protection Safeguards (LPS) which replace Mental Capacity (Amendment) Act 2018.

9. Care and Support Services (Sunderland Care and Support Ltd)

9.1 The Services Agreement with Sunderland Care and Support (SCAS) is in place up until 30 November 2020.

9.2 CQC Inspections/Ratings

9.2.1 Since the last update report, the Sunderland Shared Lives Scheme which carries out the regulated activity of Personal Care has been inspected and has had the report published. The Scheme maintained its overall rating was Good.

9.2.2 The Sunderland Community Support Service has a new CQC Registered Manager.

9.2.3 Further to the CQC inspection that took place earlier in 2019 of the Sunderland Community Support Service, SCAS has been working through its internal service improvement plan. It is anticipated that all actions will be completed by end January 2020. Training on the Mental Capacity Act has been successfully delivered to management level and team leaders so that knowledge and practice is embedded at leadership and management level. Further bespoke training will be undertaken.

9.3 Current/ongoing points to note:

9.3.1 The Council continues to have strategic and operational management oversight of Sunderland Care and Support and is driving forward a number of organisational changes to strengthen the company, both internally and within the care market.

9.3.2 There are no concerns to note about the services being provided by SCAS.

10. Accommodation for People with Learning Disabilities/Mental Health Needs

10.1 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.

10.2 CQC Inspections/Ratings

10.2.1 There have been no inspections where reports have been published since the last update report.

10.2.2 There are no updates or issues to note with regard to these services.

10.2.3 There are no reported quality concerns with accommodation based services that the Council are aware of.

10.3 Current/ongoing points to note:

10.3.1 The demand for accommodation care and support for individuals continues to be monitored via scoping work completed by the Commissioning Team and Adult Social Care. The Scoping work is completed in partnership working together to monitor demand and determine future need for accommodation-based services.

10.3.2 Scoping work continues to be taken forward across all areas of Adult Social Care including Older Person/Physical Disabilities, Learning Disability and Mental Health service areas in order to explore alternative models of care and support that are cost effective and that supports individuals to maximise independence.

10.3.3 Two Supported Living Schemes are currently being developed within the City for people with a Learning Disability.

- 1 property is a converted town house with 4 self-contained apartments that will be redeveloped by the new owner. The service will provide a hub and satellite service model for 3 tenants who will each have their own apartment with a core care and support service offer which will be shared with the other 2 tenants. The 4th apartment will be used by support staff as a base/hub area where care and support will be coordinated. The 3 tenants will also have individual 1-1 support hours linked to their individual assessed need. The date for completion and handover of the property has not finalised but it is anticipated that it will be late March 2020.
- The 2nd property is made up of 9 self-contained apartments within the same 3 floor building. The property will be used to provide an alternative model of care and support for 9 people with a Learning Disability using a hub and satellite service model. Development work is on-going and its anticipated that building work will be completed late March 2020.

10.3.4 All new developments will be supported by the use of up to date assistive technology solutions where appropriate.

11. Short Break Services

11.1 During the period April 2019 to September 2019 there were a total of 4,232 nights of short break provided to 278 people across all age groups.

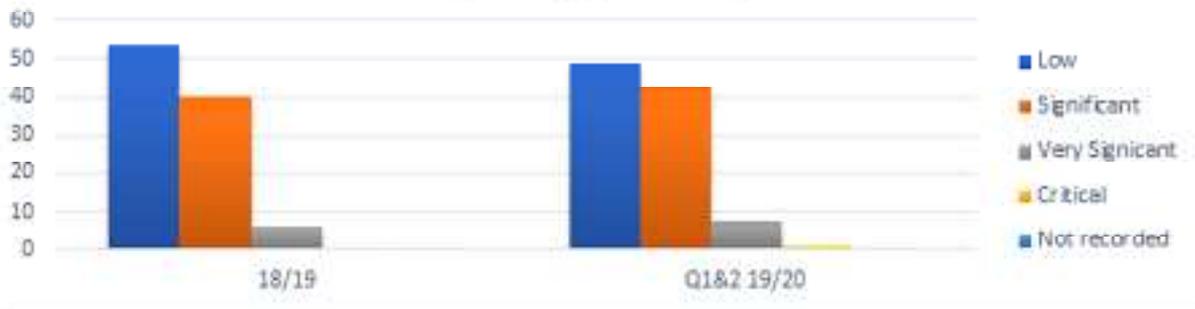
2,069 nights were provided to 145 people aged 18-64 years. The majority of these breaks were provided by Sunderland Care and Support Ltd (1,881 nights to 130 people).

- 11.2 SCAS operate 3 short breaks services for adults. Grindon Mews has 5 beds, 2 of which are transitional beds for 18-25 year olds and these are currently at full capacity. A waiting list in place for this element of the service which is managed by SCAS via their Short Break Allocation meetings. Across the other 2 short break services average usage is currently at 84%.
- 11.3 2,163 nights were provided to 133 people aged 65 years and over. The majority of these breaks were typically provided within an older persons care home setting, with Ashbourne Lodge and Donwell House each providing around 100 nights over the two quarters.
- 11.4 There are no reported quality concerns or issues to note with short break provision that the Council are aware of and there are no indications that there are any gaps in service provision at this current time.

12. Safeguarding Activity

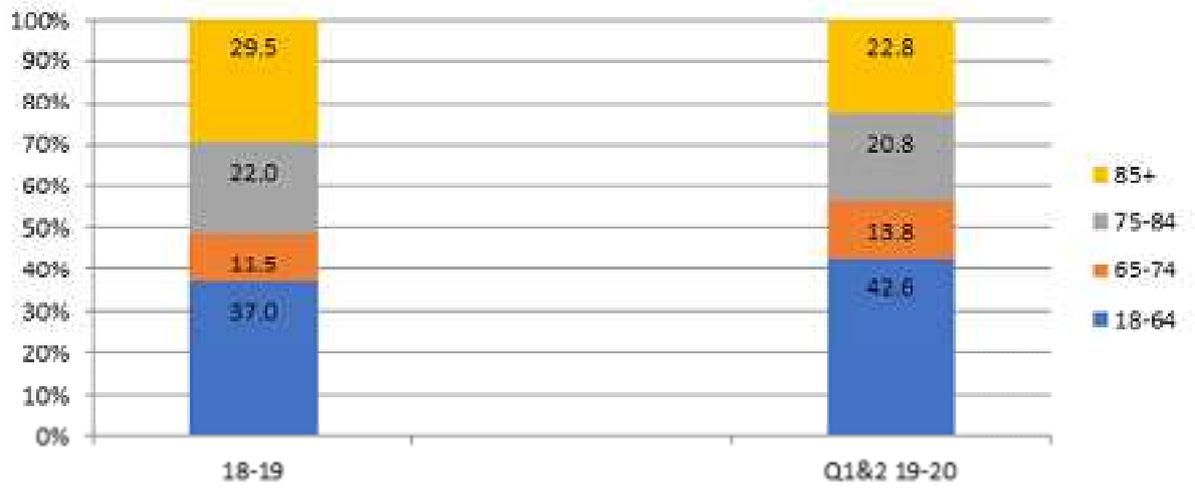
- 12.1 The volume of Safeguarding Concerns is continuing to increase. In 2017/18 the regional average of safeguarding concerns received was 2,816 compared to 2,655 received in Sunderland. The number of concerns received in Quarter 2 2019/20 is 828 compared to 774 in quarter 1 2019/20. In 2018/19 the average number of concerns received per quarter was 664 compared to 801 in 2019/20, an increase of 21%. The majority of concerns raised continues to be from Care Homes at 24.3%, although a decrease compared to 2018/19 at 28%
- 12.2 At the end of quarter 2, 29.3% of concerns progress to a Section 42 enquiry or other enquiry compared to 34.3% in 2018/19. However, 13.8% of concerns were linked to an already open episode compared to 10.5% in 2018/19.
- 12.3 In 85% of cases commenced in Q1&2, there was no change in the threshold level identified following action taken and the level agreed between the person raising the concern and the Safeguarding Officer. This is a similar figure to that in 18/19 86%.

Agreed Threshold Levels 18/19 and Q1&2 19/20 by percentage



12.4 Concerns relating to females over the age of 75 continue to account for the highest volume of concerns raised. There is no comparator information available in this area. The % of concerns received for individuals aged 18-64 who are female continues to increase in quarter 2 with 38.6% from 32% in 2018/19

Safeguarding Adult Concerns by Age Group by Percentage 2018/19 and Q1&2 2019/20



12.5 Physical abuse and neglect and acts of omission continue to account for the highest categories of alleged abuse in quarter 2 2019/20, with physical abuse being the highest at 25.5% (28.9% in 2018/19) and neglect at 21.2% (21.8% in 2018/19). Nationally and regionally the trend is the same in terms of the top 2 highest alleged abuse categories however in both cases the highest is neglect and acts of omission followed by physical abuse.

12.6 At the end of quarter 2, 43.2% of completed cases the client was identified to be lacking capacity and 100% of those identified as lacking capacity were supported.

- 12.7 At the end of quarter 2, 2019/20 99.3% of completed cases had the risk reduced or removed an improvement against the rate of 95.3% in 2018/19 and better than the 2017/18 rates nationally at 90% and regionally at 88%.
- 12.8 At the end of quarter 2, 78% of completed cases clients were asked their desired outcomes an increase against the 84.2% seen at in 2018/19, this is decrease is largely down to people not being asked or the information not being recorded. In 2017/18 nationally 74.8% of completed cases were asked their desired outcomes and regionally 73.7% were asked.
- 12.9 At the end of quarter 2, 84.7% of those asked their desired outcomes were achieved or partially achieved.

13. EU Exit Planning (Brexit)

- 13.1 Further to the update provided in the last report regarding EU Exit Planning the Commissioning Team has continued to liaise with Providers.
- 13.2 Medication remains an area of concern, however mitigating actions for the risk of a shortage of medications would need to be developed in accordance with any national guidance that is given.
- 13.3 The Association of Directors of Adult Social Services (ADASS) held a provider day in October which was attended by local care providers. Contingency planning guidance was shared on the day and disseminated to Providers who were unable to attend the Provider day. The main concern which was highlighted by home care providers was in relation to any fuel shortages that may occur. The Commissioning Team has linked with the home care providers to gather information on their fuel consumption and is feeding this information back to ADASS.
- 13.4 Providers have signed up to the Department of Health and Social Care update service to stay up-to-date with the most recent guidance and are continuing to further develop business continuity plans using the information provided from the update service and guidance shared at the Provider Day.

14. Recommendations

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

CQC Inspection and Ratings

Services where inspection reports have been published between September and November 2019

Older Persons Care Homes

| Service | Report published | Location of Service | Overall Rating | Safe | Effective | Caring | Responsive | Well-led |
|------------------|------------------|---------------------|---------------------------|------|-----------|--------|------------|----------|
| Donwell House | 28/9/2019 | Washington | Requires Improvement (RI) | Good | RI | Good | RI | RI |
| Barnes Court | 1/11/2019 | West | Good | Good | Good | Good | Good | Good |
| Washington Manor | 28/11/19 | Washington | Good | Good | Good | Good | Good | Good |

Care and Support at Home Services

| Provider | Report Published | Overall Rating | Safe | Effective | Caring | Response | Well-led |
|------------------------|------------------|----------------|------|-----------|--------|----------|----------|
| Thornccliffe Home Care | 19/11/19 | Good | Good | Good | Good | Good | Good |

Care and Support in Extra Care Accommodation

No services inspected

Care and Support Services: Sunderland Care and Support Ltd

| Provider | Reported publication date | Overall rating | Safe | Effective | Caring | Responsive | Well-led |
|--------------------------------|---------------------------|----------------|------|-----------|--------|------------|----------|
| Sunderland Shared Lives Scheme | 30/10/2019 | Good | Good | Good | Good | Good | Good |

Care and Support in Accommodation for people with Learning Disabilities/Mental Health needs

No reports published