

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. Current Position

4.1 OP Care homes

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 1,986 beds available across all homes with an average occupancy of 88% (1,812 beds occupied). Eleven 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	410	6	0	5
Sunderland East	8	272	4	1	3
Sunderland North	11	498	4	1	6
Sunderland West	12	572	6	0	6
Washington	5	260	3	0	2

4.3 CQC Ratings and Inspections

4.3.1 Of the 47 homes currently operating in Sunderland, there are 39 (83%) homes with an overall rating of Good; 6 (13%) rated as Requires Improvement (RI); and 2 (4%) home which has a rating of Outstanding.

4.3.2 Since the last update report, 6 homes were inspected (and reports have been published) by the Care Quality Commission (CQC). 1 home was rated Outstanding; 4 homes were rated Good and 1 was Requires Improvement.

4.3.3 The home that was rating as Outstanding received an outstanding rating in the two domains Caring and Responsive. The report highlighted:

- **Caring:** the service involved people and treated them with compassion, kindness, dignity and respect. People were truly respected and valued as individuals; and empowered as partners in their care in an exceptional service.
- **Responsive:** the service met people's needs. Services were tailored to meet the needs of individuals and delivered to ensure flexibility, choice and continuity of care.

4.3.4 The home which was rated as Requires Improvement was found to have breached a number of regulations:

- **Regulation 12 Safe Care and Treatment:** some aspects of the service were not always safe and there was limited assurance about safety. Medicines were not managed safely and the service failed to identify and respond to risk.
- **Regulation 14 Nutrition and Hydration:** the service was found to be ineffective in meeting people's nutritional and hydration needs. There were widespread and significant shortfalls in people's care, support and outcomes.
- **Regulation 11 Need for Consent:** The service failed to adhere to the principles of the Mental Capacity Act as information and documentation relating to capacity and decision making was lacking.
- **Regulation 9 Person Centred Care:** assessment and care planning documentation was incomplete or lacking in detail.
- **Regulation 17 Good Governance:** Service management and leadership was inconsistent. Leaders and the culture they created did not always support the delivery of high-quality, person-centred care. The manager

did not have robust oversight of the delivery of care and support provided by the service.

4.3.5 The Council have met jointly with CQC and the Provider and an action plan has been developed to address the issues of concern. The updated action plan is shared with the Council and CQC on a fortnightly basis to monitor progress and Council validation of the plan is in progress and there is evidence to demonstrate that improvements are being made. The providers own internal quality assurance systems have also demonstrated improvement from 37% compliance in February to 71% compliance in June with the company's own quality standards.

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 with an expected completion date of end September. There are four homes in Sunderland that are operated by Four Seasons Health Care and the Council will have plans in place to ensure the continuity of care for the residents of each home. The Council will continue to link closely with ADASS as developments continue.

4.4.2 Following extensive consultation with the market, the Council are in the process of implementing a new contract with the care home sector, setting out clear expectations of service provision and responsibilities of service providers.

4.5 Care and Support at Home

4.5.1 The Council currently has a framework contract in place with 13 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.

4.6 CQC Ratings/Inspections

4.6.1 Of the 16 providers, 13 (81%) providers are rated as Good, 1 (6%) is rated as Requires Improvement and 2 (13%) have not yet been inspected. Since the last update report, there have been no services inspected and where reports have been published by CQC.

4.7 Current or ongoing points to note:

4.7.1 The Council are currently out to tender for care and support at home services for a new contract that will commence in January 2020.

4.8 Extra Care

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

4.8.1 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

4.8.2 CQC Ratings/Inspections

Overall, 1 scheme (8%) has been rated as Outstanding; 8 Schemes (67%) have been rated as Good; 2 (17%) rated as Requires Improvement (RI) and 1 (8%) which has not yet been inspected.

Since the last update report, there has been 1 scheme inspected (and reports have been published) by the Care Quality Commission (CQC) and which received an overall rating of Outstanding.

The scheme that was rated as Outstanding received an outstanding rating in the two domains Caring and Well-led. The report highlighted:

- Caring: people were truly respected and valued as individuals; and empowered as partners in their care in an exceptional service.
- Well-led: service leadership was exceptional and distinctive. Leaders and the service culture they created drove and improved high-quality, person-centred care.

Please see Appendix 1 for details of the services that have been inspected and a breakdown of the ratings.

4.8.3 Current or ongoing points to note:

There are currently no concerns with the extra care market.

Care at Home were successful in their bid to become the new care provider in Seafarers Way at the end of May. The transition from Housing 21 went smoothly with no issues to note.

4.9 Domestic Abuse Services

4.9.1 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.

4.9.2 Adult Social Care, Public Health, Together for Children and the Clinical Commissioning Group have begun joint working to scope future service requirements for domestic abuse services, including the potential of joint commissioning services.

4.9.3 Funded by the Department for Homes, Community and Local Government (DHCLG) and the Council, Changing Lives working with Wearside Women in Need have developed a project providing safe houses across the city. The service is aimed at supporting complex victims of domestic abuse who face multiple exclusions. Sanctum was developed to complement existing domestic abuse provision and support a cohort of people for which refuge provision was not suitable, by supporting gaps in services and working in partnership with existing agencies.

4.9.4 The project commenced in April and will run until March 2020. It currently provides 10 properties and to date there have been 28 referrals to the service.

The service is reporting positive outcomes for people including:

- 14 people have been accommodated by the service (including those moved on)
- 13 out of the 14 people have not returned to an abusive partner, have not entered a further abusive relationship and have not been re-referred/referred to MARAC.
- There have been a number of positive move ons and move on destination
- 9 individuals have been supported to engage with drug and alcohol treatment services
- 11 individuals have been supported to register and engage with GP's
- 6 individuals have been supported to engage effectively with Probation

- 9 individuals have been supported to reduce their offending behaviour
- 5 individuals have been supported to access community mental health teams
- 4 individuals have engaged with a Changing Lives Counsellor
- 3 referrals were supported to access a refuge out of area
- 2 individuals have been supported to access training and education in the community

4.10 Independent Advocacy

4.10.1 The Independent Advocacy Service was provided under a contract with a consortium of Voiceability and Mental Health Matters under the service name Total Voice Sunderland (TVS). The service is no longer being delivered through a consortium arrangement and is now solely provided by Voiceability. This follows a business decision taken by Mental Health Matters who no longer see advocacy provision as part of their core business.

4.10.2 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 have grown beyond expectation and make up 47% of the referrals to the service. This has resulted in demand greatly outstripping available resources.

4.10.3 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.

4.10.4 For the period April 2019 - June 2019, there were 278 new referrals to the service, which is a slight increase from the previous period January 2019 - March 2019 where there was 271.

The total number of clients on the advocacy waiting list covering all 5 categories of advocacy at the end of the period from January 19 to March 2019 was 28 which are broken down as follows:

- Relevant Person's Representative (RPR) – 16
- Independent Mental Capacity Act Advocacy (IMCAs) – 8
- Independent Mental Health Advocacy (IMHA) – 3
- Care Act Advocacy – 1

4.10.5 This was the same number reported during the previous period January 2019 – March 2019 where there was 28 on the waiting list.

4.10.6 Due to the demand for the service, complexity of the cases and people being on Advocate caseloads for longer periods a waiting list continues to be in operation. 2 members of staff have been recruited to replace the 2 staff who left, again this impacted on the waiting list.

4.10.7 At the end of June (the last reporting period) there were 28 people on the waiting list. Those on the waiting list were still awaiting contact from the service although contact had been made with the referrers to advise of the current situation.

4.10.8 The services 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.

4.10.9 Advocate caseloads are managed daily and there were 284 cases closed in the reporting period. Total advocacy hours being delivered at the end of the period was 3699.

4.10.10 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.

4.11 Current or ongoing points to note:

4.11.1 There are Government plans to replace the Deprivation of Liberty Safeguards (DoLS) with the Liberty Protection Safeguards (LPS) with the Mental Capacity (Amendment) Act 2018 receiving Royal Assent on 16 May 2019. There is no date yet for implementation but indications are Spring 2020. The amendments will:

- Extend Liberty Protection Safeguards to include 16 and 17 year olds, and those in settings beyond care homes and hospitals, and will include supported living, private and domestic settings which previously fell outside DOLS and required applications to the Court of Protection to authorise any DoL
- Replace 'supervisory bodies' or 'managing authorities' with the 'responsible body', which would be NHS Trusts (for people in hospital), CCGs (for people in receipt of CHC funding) and local authorities (for all other cases, including self-funders).

4.12 Accommodation for families with multiple and complex needs

4.12.1 The Council commissions 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 for families moving from the Core services into these satellite properties, where staff maintain an outreach support function and support families to move through the pathway and into their own tenancy.

4.12.2 The Service is working with families to achieve positive outcomes and is supporting a number of families to move onto general accommodation. The support provided includes;

- Guidance with managing finances, such as budgeting, debt and rent management.
- Support with tenancy sustainment
- Supporting families with children to attend school
- Working closely with other involved agencies that currently work with the families i.e. together For Children

4.12.3 The Service is currently supporting 14 families, including 41 children which is the same as the last update report. This is due to the complexity of the needs of the families being supported, meaning the support provided has been more intensive and longer term.

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

4.13.1 The Services Agreement with Sunderland Care and Support (SCAS) is in place up until 30 November 2020, however an extension to the arrangements to intended to be sought.

4.12 CQC Inspections/Ratings

4.12.1 The report for the CQC inspection of the Community Support Service which was carried out in February was published in April and a rating of Requires Improvement was given due to:

- Effective: The service did not always work within the principles of the Mental Capacity Act 2005 (MCA). Regulations may or may not have been met.
- Well-led: Quality audits were not always effective in identifying issues. Regulations may or may not have been met.

4.12.2 An action plan was immediately developed by the service to address the issues of concern. This is being implemented and updates will be sought from the Council on the improvements being made.

4.12.3 Please see Appendix 1 for details of the services that have been inspected and a breakdown of the ratings.

4.13 Current/ongoing points to note:

4.13.1 The Council continues to have management and leadership responsibility for Sunderland Care and Support to ensure the continued operation of the company at a strategic and operational service level.

4.13.2 The Council and SCAS have recently begun a programme of joint quality monitoring visits across SCAS supported living service and these are ongoing. Where improvements in services are identified a service improvement plan will be issued to the service for action.

4.14 Accommodation for People with Learning Disabilities/Mental Health Needs

4.14.1 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.

4.14.2 The demand for accommodation care and support for individuals continues to be 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.

4.14.3 An ongoing programme of scoping continues to be taken forward 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.

4.15 CQC Inspections/Ratings

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

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

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

4.16 Current/ongoing points to note:

4.16.1 As a result of the abuse that was exposed as happening at Whorlton Hall, an independent community hospital provision in Durham supporting people with learning disabilities, the Commissioning Team has reviewed its governance processes for accommodation-based services in Sunderland. This is in particular those services which are located within the Sunderland Local Authority area, but that are not supporting people commissioned by Sunderland Local Authority, rather people whose placement has been arranged by another local authority or Clinical Commissioning Group (CCG).

4.16.2 The outcome is that there will be an increase in the governance arrangements of these services, which has initially included seeking information from service providers about the services they are operating in Sunderland, how many people are being supported and details about who their funding authority/CCG is. The Commissioning Team are in the process of arranging regular meetings with each of the providers to maintain a closer oversight of their services and to build and maintain relationships with all service providers.

4.17 Short Break Services

4.17.1 From April 2019 to June 2019 there were:

- 136 weeks of short breaks were provided by 13 providers to 117 people aged 18-64 years
- 131 weeks of short breaks provided by 28 providers to 62 people who were aged 65 years and over

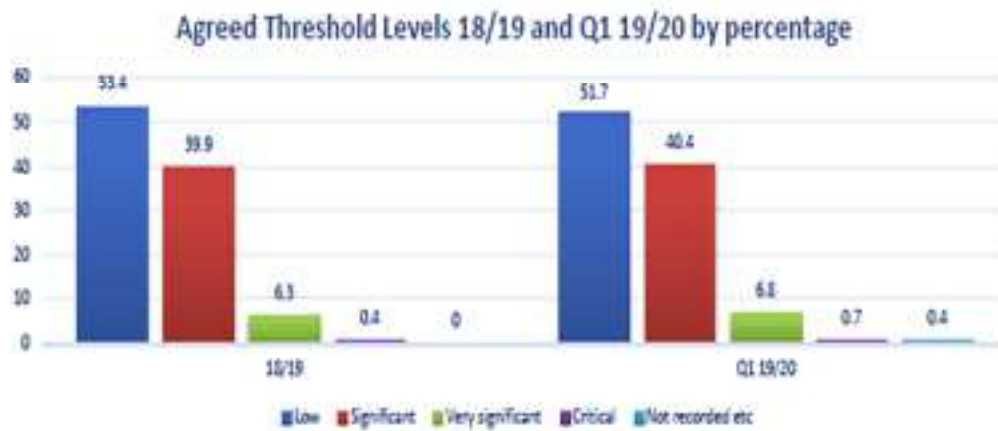
4.17.2 There have been no quality concerns reported to the Council about any of the short break providers.

5. Safeguarding Activity

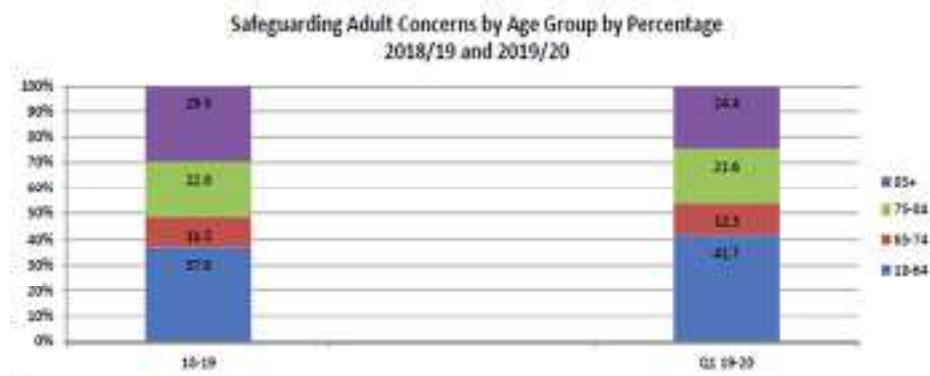
5.1 The volume of Safeguarding Concerns has increased although still below the regional average. In 2017/18 the regional average of safeguarding concerns received was 2,816 compared to 2,655 received in Sunderland. The number of concerns received in Quarter 1 2019/20 is 775 an increase of 17% compared to quarter 1 2018/19. The majority of concerns are referred in by Care Homes across the city at 26%.

5.2 46% of concerns in quarter 1 do not progress to enquiry and remain as a safeguarding concern, this is a reduction from 53% in 2018/19.

5.3 Thresholds identified by the person raising the concern following action taken are now positively closer in line with those agreed with Operational Safeguarding at 74% in quarter 1. Agreed levels of all thresholds are as follows for quarter 1:



5.4 Concerns relating to females over the age of 75 continue to account for the highest volume of concerns raised. The % of concerns received for individuals aged 18-64 have increased in quarter 1 to 42% from 37% in 2018/19 with referrals for males accounting for the greatest increase in this age group.



5.5 Physical abuse and neglect and acts of omission continue to account for the highest categories of alleged abuse in quarter 1 2019/20, with physical abuse being the highest at 25% (30% in 2018/19) and neglect at 20% (21% 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.

5.6 In terms of other categories there has been increases in the categories of Financial/Material 12% (11% 2018/9), DV 7% (5% in 2018/19) and Organisational Abuse 5% (3% 2018/19).

- 5.7 Sunderland continues to perform well in relation to the Making Safeguarding Personal initiative. In quarter 1 2019/20 99.5% 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%.
- 5.8 In quarter 1 85% of completed cases clients were asked their desired outcomes an increase against the 84% seen at in 2018/19. In 2017/18 nationally 75% of completed cases were asked their desired outcomes and regionally 74% were asked.
- 5.9 In quarter 1 98.6% of those asked their desired outcomes 97% were achieved or partially achieved an increase against the 97% in 2018/19.

5.10 Self Neglect Training

- 5.10.1 On behalf of Sunderland Safeguarding Adults Board (SSAB) the Learning and Improvement in Practice (LIIP) sub-committee oversees Safeguarding Adult Review (SAR) functions and ensures the safeguarding adults training provision SSAB offers to partners reflects best practice and incorporates learning from reviews undertaken in Sunderland.
- 5.10.2 Following discussion at the LIIP sub-committee regarding cases of self-neglect in Sunderland and South Tyneside, as well as a themed learning review carried out by the sub-committee with frontline workers, the issue of self-neglect was noted to be a particularly complex and difficult area for workers to navigate and support customers. As a result SSAB commissioned time-limited self-neglect training. Nine training sessions were held between March 2017 and April 2018, with 151 delegates attending from the following settings:
- Gentoo
 - Independent Care Sector
 - Sunderland City Council
 - Voluntary Sector
 - NHS
- 5.10.3 The training has been evaluated positively, with delegates stating that their level of understanding of self-neglect had increased and they had been given tools that could be applied in frontline practice.
- 5.10.4 Self-neglect remains a strategic priority area for SSAB and the SSAB Self-Neglect Guidance is currently being refreshed with plans in place to launch it during National Safeguarding Adults Week taking place 18th – 22nd November 2019.

6. EU Exit Planning (Brexit)

- 6.1 The Commissioning Team has been discussing with care providers the impact of Brexit on their services and the contingency arrangements that are being put in place, for areas including workforce; medication and increase in operating costs.
- 6.2 Providers have developed business continuity plans and are indicating that it is unlikely that there will be any disruption to their services or to their workforce but acknowledge that an increase in operating costs would be a concern. Medication is highlighted as 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.
- 6.3 Information has been shared with providers about the Department of Health and Social Care update service so that they can sign up and stay up to date with the most recent guidance. The Association of Directors of Adult Social Services is planning a provider day where discussions will take place and guidance will be shared on contingency planning.

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.

Appendix 1

CQC Inspection and Ratings

Services where inspection reports have been published between April and August 2019

Older Persons Care Homes

Service	Report published	Location of Service	Overall Rating	Safe	Effective	Caring	Responsive	Well-led
Highcliffe Care Centre	May	North	Good	Good	Good	Good	Good	Good
Springfield House Care Home	May	Coalfields	Good	Good	Good	Good	Good	Good
Hylton View	May	North	Good	Good	Good	Good	Good	Good
Washington Manor Care Home	May	Washington	Requires Improvement (RI)	RI	Inadequate	RI	RI	RI
Falstone Court	May	North	Outstanding	Good	Good	Outstanding	Outstanding	Good
Paddock Stile Manor	July	Coalfields	Good	RI	Good	Good	Good	Good
The Laurels	August	Coalfields	Good	Good	Good	Good	Good	Good

Care and Support at Home Services

No reports published.

Care and Support in Extra Care Accommodation

Provider	Reported publication date	Overall rating	Safe	Effective	Caring	Responsive	Well-led
Housing 21 Dovecote Meadow	August	Outstanding	Good	Good	Outstanding	Good	Outstanding

Care and Support Services: Sunderland Care and Support Ltd

Provider	Reported publication date	Overall rating	Safe	Effective	Caring	Responsive	Well-led
Sunderland Care and Support Community Support Service	April	Requires Improvement (RI)	Good	RI	Good	Good	RI

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

No reports published.