



**Adults and Safeguarding Committee**

**17<sup>th</sup> February 2019**

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| <b>Title</b>                   | <b>Adult Social Care Market Position Statement</b>  |
| <b>Report of</b>               | Chairman of the Adults and Safeguarding Committee   |
| <b>Wards</b>                   | All   |
| <b>Status</b>                  | Public  |
| <b>Urgent</b>                  | No  |
| <b>Key</b>                     | No  |
| <b>Enclosures</b>              | Appendix A – Adult Social Care Market Position Statement  |
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**Summary**

The Care Act 2014 places a statutory duty on councils to promote the efficient and effective operation of a market in services for meeting care and support needs. This intends to ensure that anyone in a given area (whether or not their support is funded by the local authority) has a choice of care providers and of high-quality services. The council carries out this duty through a range of means.

One of these is the development of a Market Position Statement, which is an iterative strategy document outlining the direction of travel for local care and support services, including what works well and what needs change and development.

Sub regionally, the council works in partnership with other North Central London boroughs (Enfield, Haringey, Camden and Islington) to deliver a programme of care market improvement using its combined resources to maximise impact across North Central London.

Locally, the council has invested in a dedicated team working proactively and responsively in collaboration with care providers to share good practice, address quality issues and develop a community of practice capable of continuous improvement and fostering a diverse and stimulating marketplace for services.

This report outlines these initiatives and asks the Committee to approve the updated Adult Social Care Market Position Statement (MPS); and to note the sub regional programme and the local approach to market shaping and sustainability.

## **Recommendations**

- 1. The Committee is asked to approve the Market Position Statement prior to publication.**
- 2. The Committee is asked to note the local and sub-regional approach to market shaping and sustainability.**

### **1. WHY THIS REPORT IS NEEDED**

- 1.1 The Adults and Safeguarding Committee has responsibility for all matters relating to adult safeguarding and adult social care.
- 1.2 The council has duties under the Care Act 2014 to help develop a market that delivers a range of sustainable, high quality care and support services for residents.
- 1.3 These duties relate to:
  - 1.3.1 Local market shaping to encourage quality, choice and sufficiency of care and support provision
  - 1.3.2 Local contingency planning in case of provider failures
  - 1.3.3 Ensuring care is maintained for everyone, including people who fund their own care, where a provider fails financially and services cease, to ensure people's needs continue to be met.
- 1.4 This report outlines the work underway to ensure the council fulfils its market shaping duty under the Care Act 2014.

### **2. REASONS FOR RECOMMENDATIONS**

#### **Market Position Statement**

- 2.1 Statutory guidance (issued under the Care Act 2014) states that local authorities should produce a 'Market Position Statement', whose functions may

include signalling to the market the likely need to extend or expand services, encouraging new entrants to the market in their area, or if appropriate, signalling likely decreases in service need.

- 2.2 The previous Market Position Statement (MPS) was available to care providers via an online microsite which has now been decommissioned following updates to the council's web presence. A new Market Position Statement for Adult Social Care has been developed and is being presented to committee prior to publication.
- 2.3 Market Position Statements are designed to promote diversity and quality in the provision of services (Care Act 2014, section 5).
- 2.4 It is a document targeting both existing providers that want to plan their future business, and new providers that want to enter the local market. It includes the local authority view of current provision in the social care market, what the gaps are, and the type and quality of services and support needed for the future.
- 2.5 Barnet's new Market Position Statement has been written following research and analysis of data, legislation, best practice and national guidance. This has included:
  - 2.5.1 Analysing local population data in the Joint Strategic Needs Assessment which provides a detailed analysis of Barnet's population.
  - 2.5.2 Reviewing national guidance on the content of a good Market Position Statement.
  - 2.5.3 Reviewing other councils' Market Position Statements to identify areas of good practice.
  - 2.5.4 Working with a range of council services, such as care quality, operational social care, procurement, public health and sport and physical activity to gather the most up to date content.
  - 2.5.5 Engaging with social care providers via provider forums and one-to-one meetings. Feedback from providers indicated the following:
    - Providers would like to access concise information in an accessible format e.g. a website with printable documents or fact sheets
    - Providers are interested in finding out about current demographics, future demographics, commissioning priorities, procurement engagement opportunities with the Local Authority
    - Providers are keen to access updated information regularly: bi-annually at a minimum
    - Providers would like to be made aware of a schedule of updates to the MPS
    - Providers would like 'real time' updates via social media for any significant information or urgent requests.

- 2.6 The Market Position Statement has incorporated the feedback from providers and reflects the aims of the council's Corporate Plan. Commissioning priorities set out in the MPS include:
- More nursing care provision for older people within the borough to address local and sub-regional shortages
  - Increased and more innovative use of assistive technology and equipment to keep people well and independent at home for longer so that they thrive in the community
  - Existing homecare, residential and accommodation-based services better able to support residents with behaviours that challenge
  - New services to support people who have learning disabilities and complex needs, including their physical health, mental health and autism
  - More urgent or crisis care services, including accommodation-based services, and short term 24-hour 'live-in' support services, for people with complex needs and behaviours that challenge
  - Services that identify, engage, support and enable carers to maintain and improve their health and wellbeing and continue in their caring role
- 2.7 The publication of the new Market Position Statement will form part of the council's ongoing engagement with providers, better enabling them to support the residents of Barnet.

### **Sub-regional Strategic Market Management**

- 2.8 Barnet and the other four North Central London Councils (Camden, Enfield, Haringey and Islington) have been working together since 2017 on a joint programme of work on adult social care, including a comprehensive programme of engagement with care providers in North Central London.
- 2.9 The programme has identified two key shared priorities: strengthening the care provider market and supporting the wider social care workforce.
- 2.10 To understand the local market dynamics, the programme has undertaken various detailed analyses and engagement exercises with providers through forums, workshops, one to one meetings and surveys.
- 2.11 Key themes raised by providers were:
- Providers have challenges relating to the workforce, particularly recruiting nurses
  - Providers would prefer different commissioners to adopt the same or similar processes and requirements, such as the approach to quality monitoring
  - Providers have challenges with the interface with health services, such as planning around hospital discharge.
- 2.12 Using this analysis, the programme has focussed on a number of strategic priorities for 19/20, which include:

- 2.12.1 **Managing the cost of placements:** shared work on cost modelling and analysing placement prices has enabled the councils to work with providers to better understand their cost drivers and promote greater efficiency where possible. This includes identifying ways of working with providers in partnership to address upward pressures on cost, for example high use of agency staff and poor staff retention. Having a shared understanding of placement costs regionally also allows the five North London councils to increasingly work collaboratively to reduce variations in price between boroughs. This has included commissioning independent market analysis to understand and benchmark the true cost of care delivery, ensuring that councils can pay rates that are affordable but also support a sustainable and high-quality market. This has led to a sub-regional reduction in average placement cost of 4.8%.
- 2.12.2 **Increasing nursing supply:** North Central London has circa 1,000 fewer nursing beds than other areas of London. Councils are starting to address the imbalance of supply by developing new nursing capacity and working with some providers with the aim of re-designating residential beds to nursing. Additionally, the programme is in the process of working with providers to test ideas for how to encourage inward investment into North Central London to build extra supply, and to understand how councils can ensure that the limited supply currently is retained, and support care homes to accommodate people with more complex needs within the places available.
- 2.12.3 **Promoting improved quality:** There are a range of interventions to support quality in care homes across North London, including training, direct support from primary and community care and urgent care support. Each borough has different approaches, and the programme is working with health colleagues to review how best to coordinate interventions to both improve quality consistently and sustainably, and reduce acute activity from care homes. In response to one of the key themes from providers, all North Central London boroughs are now adopting Barnet's approach to quality monitoring.
- 2.12.4 **Supporting workforce development:** There have been a number of initiatives in train in 19-20 to support the sector workforce. The five councils are working on a number of programmes to raise the profile of the care sector and encourage more people to consider it as a career path. The programme has developed a web-portal (Proud to Care North London) to support recruitment and raise awareness of roles within care, and has established an 'I-care ambassador' programme to train and support 'champions' of work in the care sector across North Central London. There

are currently 24 ambassadors across a number of employers, evenly split between domiciliary and care home providers and a range of roles.

In recognition of the high turnover rates within the sector, and increasing complexity of care, the programme is also developing and coordinating a number of initiatives to support staff retention and training in the sector. Chief amongst these are leadership and practice development schemes for nurses and registered managers, working with Capital Nurse, and a variety of training schemes to support care staff, including in clinical skills.

The workforce programme has secured more than £600,000 in workforce development funding for the care provider sector in north central London from Health Education England, Skills for Care and Capital Nurse. This supports programmes such as the Diploma in Leadership for Registered Managers and trainee nurse associates apprenticeships. Through the registered manager programme, an additional 16 registered managers were qualified across North Central London by the end of 2020.

### **Barnet’s Local Approach to Market Management, Shaping and Sustainability.**

- 2.13 Across North Central London, Adult Social Care is estimated to contribute £1 billion to the economy, £300 million of that in Barnet. It currently provides 37,000 jobs, one in 25 of all local jobs, with a projected 13,000 new jobs required by 2030 (source: Skills for Care, New Economics Foundation).
- 2.14 Barnet has the largest number of care providers among the North Central London boroughs and one of the largest care markets in London. There are currently 166 social care organisations registered with the Care Quality Commission (CQC).

| <b>Service Type</b>            | <b>Number of services</b> |
|--------------------------------|---------------------------|
| Domiciliary Care               | 76                        |
| Residential Homes              | 66                        |
| Nursing Homes                  | 19                        |
| Supported Living               | 15                        |
| Extra Care                     | 6                         |
| Rehabilitation                 | 1                         |
| Community Health Care Services | 1                         |

- 2.15 There are 19 nursing homes with 1,099 beds and 66 residential homes with 1,423 beds in the borough. As referred to in paragraph 2.12.2, across North Central London there is an oversupply of residential care beds and a shortage of nursing beds.
- 2.16 Despite there being a number of large providers, the care market is still dominated by those who own one or two care homes or who provide care in the community within a fairly small geographical area. Whether run by voluntary organisations, individuals or small companies it is this that forms the bedrock of the care system across the country. Therefore, it is vital that local authorities

have good engagement with these providers and vice versa if they are able to ensure that a sufficient supply of good quality care is available to those who need it.

- 2.17 The Care Quality Team, within Adults and Health, leads on the day-to-day management of the social care market in Barnet. This includes the brokering of new care packages, contract monitoring of care providers, quality improvement support across the care market and managing the Provider Concerns Process.
- 2.18 The team manages the on-going relationship with care providers, undertaking quality monitoring visits, reviewing performance against a set of key performance indicators and checking the quality of services.
- 2.19 Key to the team's role is a focus on engagement with providers, sharing best practice and working in partnership. This includes practice forums, engagement groups, specialist network support groups and workshops and bespoke staff development programmes.

### **Joint Working with the NHS**

- 2.20 The council works closely with Barnet Clinical Commissioning Group to ensure a multi-agency approach to working with care providers in Barnet. The council and CCG have worked to jointly to develop the care homes workforce locally for a number of years.
- 2.21 An example of the joint approach taken to supporting care homes is the jointly funded team supporting the implementation of the enhanced health in care homes<sup>1</sup> framework. The enhanced health in care homes (EHCH) model is based on a suite of evidence-based interventions, which are designed to be delivered within and around a care home in a coordinated manner in order to make the biggest difference to the health and quality of life of its residents.
- 2.22 As part of delivering the agenda, the team has rolled out a programme called Significant Seven training for care home staff. The aim of the training is to upskill front-line staff using a simple tool, and enable them to identify when a resident is deteriorating and support with preventative actions. The tool monitors seven key areas; breathing, hydration, skin, toilet, mood, confusion and pain.
- 2.23 Care homes are also supported by the CCG medicines management team who work alongside the trainers and Care Quality Team; providing medication reviews and medicines management support to staff.

### **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

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<sup>1</sup> <https://www.england.nhs.uk/wp-content/uploads/2016/09/ehch-framework-v2.pdf>

3.1 Not applicable.

#### **4. POST DECISION IMPLEMENTATION**

4.1 The London Borough of Barnet Web Design team will design a website to host the contents of the new Adult Social Care MPS. The contents will be updated at least bi-annually.

4.2 The council will continue to work closely with North Central London councils to support a diverse and sustainable market for high quality care and support services.

#### **5. IMPLICATIONS OF DECISION**

##### **5.1 Corporate Priorities and Performance**

5.1.1 By facilitating the Adult Social Care market, the MPS supports delivery of the council's Corporate Plan Outcome 'Our residents live happy, healthy, independent lives with the most vulnerable protected' and 'Safe and strong communities where people get along well'. It supports the delivery of the following priorities:

- Supporting our residents who are older, vulnerable or who have disabilities, to remain independent and have a good quality of life
- Encouraging residents to lead active and healthy lifestyles and maintain their mental wellbeing
- Integrating health and social care and providing support for those with mental health problems and complex needs
- Helping people into work and better paid employment
- Focusing on the strengths of the community and what they can do to help themselves and each other
- Supporting local businesses to thrive<sup>2</sup>

5.1.2 The MPS supports the aims of the Joint Health and Wellbeing Strategy 2015-20, 'keeping well' and 'promoting independence'.

##### **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

5.2.1 It is not currently anticipated that there will be any costs incurred for hosting this content on the existing London Borough of Barnet website.

##### **5.3 Social Value**

5.3.1 Not applicable.

##### **5.4 Legal and Constitutional References**

5.4.1 The Care Act 2014 introduced new duties for local authorities to facilitate

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<sup>2</sup> [https://www.barnet.gov.uk/sites/default/files/corporate\\_plan\\_-\\_barnet\\_2024.pdf](https://www.barnet.gov.uk/sites/default/files/corporate_plan_-_barnet_2024.pdf)

and shape a diverse, sustainable and quality market.

The Act;

- emphasises that the local authority has a responsibility for promoting the wellbeing of the whole local population, not just those whose care that they currently fund.
- makes it clear that the local authority needs to move from being an influence on the care market solely through its own purchasing to one where, with providers, it seeks to shape, facilitate and support the care market
- gives the local authority powers and duties in the case of provider failure to ensure that continuity of care is maintained for people

## **5.5 Governance**

5.5.1 According to the council's Constitution Article 7, the Adults and Safeguarding Committee has;

- (1) Responsibility for all matters relating to vulnerable adults, adult social care and leisure services.  
and should;
- (2) Work with partners on the Health and Well Being Board to ensure that social care, interventions are effectively and seamlessly joined up with public health and healthcare and promote the Health and Well Being Strategy and its associated sub strategies.

## **5.6 Risk Management**

5.6.1 The council has an established approach to risk management. Key corporate risks are assessed regularly and reported to Policy and Resources Committee on a quarterly basis.

## **5.7 Equalities and Diversity**

5.7.1 Section 149 of the Equality Act 2010 sets out the public-sector equality duty which obliges the Council to have due regard to the need to: eliminate unlawful discrimination, harassment, victimisation; advance equality of opportunity between those covered by the Equalities Act and those not covered e.g. between disabled and non-disabled people; and foster good relations between these groups. The protected characteristics are age, disability; gender reassignment; pregnancy and maternity; religion or belief; sex; sexual orientation.

## **5.8 Consultation and Engagement**

5.8.1 The Market Position Statement was informed by informal consultation with providers at provider forums, and through engagement with internal stakeholders' including colleagues in Adult Social Care, Care Quality and

Commissioning and commissioners in Family Services and Housing.

- 5.8.2 It is intended for the MPS to encourage ongoing provider dialogue to help shape future services in partnership. The MPS encourages the provider market to interact with the council through different forums.
- 5.8.3 To make the MPS even more accessible to the provider market it is intended for the MPS to be hosted online in a way which will include a range of functionality to promote a two-way dialogue between the council and the market.
- 5.8.4 It is planned for an MPS Development Group comprising Commissioning, Care Quality and representatives from the provider market to convene regularly to monitor and review the effectiveness of the MPS. Feedback provided by the market through the interactive pages on the website will be used to further develop and enhance the content of MPS.

## 5.9 **Insight**

- 5.9.1 Population need data drawn from local and national sources was used to identify service gaps and priorities. Detailed population need summaries are provided for each of the Adult Social Care cohorts within the MPS.

## **5 BACKGROUND PAPERS**

None.