

## Annex C: Market Sustainability Plan for Lewisham

### Overview

Lewisham is a diverse borough, 51.5% of people identified their ethnic group within the "White" category (compared with 53.5% in 2011), while 26.8% identified their ethnic group within the "Black, Black British, Black Welsh, Caribbean or African" category (compared with 27.2% the previous decade). The percentage of people who identified their ethnic group within the "Asian, Asian British or Asian Welsh" category decreased from 9.3% in 2011 to 9.0% in 2021.

Between the last two censuses (held in 2011 and 2021), the population of Lewisham increased by 8.9%, from just under 275,900 in 2011 to around 300,600 in 2021. This increase is greater than the increase in the overall population of London (7.7%) and the increase in the overall population of England (6.6%).

The median age of the Lewisham population increased from 33 to 35 years of age between the last two censuses. This is similar London as a whole (35 years) but younger than England (40 years). The number of people aged 50 to 64 years rose by around 15,000 (an increase of 40.5%), while the number of residents aged 4 years and under fell by just under 2,900 (13.1% decrease).

Data from the Office for National Statistics (2021) shows 19,957 people in Lewisham were looking after someone without being paid when the census was carried out in March 2021 – 7.6% of the population over 5 years old in the area. Of these 19,957, 9,890 people were providing more than 20 hours of unpaid care a week in 2021 – including 5,133 people doing so for more than 50 hours a week.

This document sets out Lewisham's market sustainability plan for the 65+ care home market and 18+ home care market. The plan follows the template and guidance provided by the Department for Health and Social Care (DHSC) for the Market Sustainability and Improvement Fund.

### **Section 1: Assessment of the current sustainability of local care markets**

#### **a) Assessment of current sustainability of the 65+ care home market**

Lewisham's overall approach to strategic commissioning for older people is focused on supporting independence and enabling people to stay at home where possible. We also recognise that for some of our Clients, a residential or nursing home placement offers the best environment for their care and support needs to be met. The care home market is also key for supporting timely hospital discharge. Nursing and residential care homes are, therefore, a vital element of the care and support market in Lewisham. The Council has a well-established Provider Forum that enables Council Officers, Clinicians and care home managers to discuss areas of relevance to care homes on a quarterly basis.

**Supply:** There are currently 55 care homes in Lewisham, of which 15 homes primarily provide care for older people (OP) aged 65+. There has been one significant care home closure in the past three years with the loss of 40 beds. The Council routinely places in 13 of the 15 care homes, with the other two care homes being primarily for self-funders. All Older People care homes provide residential care and six are dual registered for the provision of nursing care. There is currently a maximum capacity of 512 Older People beds within Lewisham. Information routinely collected as part of the Council's monitoring activities indicate that 13 of the 15 homes are predominantly occupied by residents placed by Lewisham with some residents being fully funded by the NHS. There are

relatively few self-funders in those 13 homes. The other two private funded homes equate to 88 beds, 17% of the total in the borough.

Currently there are about two thirds of Older People requiring nursing and residential care who are placed outside the borough, though primarily within the Southeast London Area. Out of borough placements are mainly influenced by in borough capacity constraints at the point that the placement is needed.

Demand for Older People's care home placements is projected to increase across the borough in coming years, reflecting growth in the older people's population locally as set out in the introductory section of this document.

We are seeing rising complexity across a wide range of needs (physical, mental health, learning disability); therefore, ensuring sufficient supply of appropriate placements for Clients with complex needs is a key priority for commissioners. Local data and social care feedback underlines the need to increase the availability of dementia care home beds (both residential and nursing) to meet emerging needs for Lewisham older people.

Number of Older People care homes	Number of other Local Authorities placing Clients in Lewisham care homes	Total number of Clients placed by other Local Authorities	Number of Lewisham Clients in local Older People care homes	Number of privately funded Clients	Number of voids
15	14	80	324	181	38

**Diversity:** Lewisham is a diverse borough. The workforce of Lewisham's Older People care homes reflects the ethnic and cultural diversity of the borough. Demographic analysis of Lewisham Older People care homes in 2021 (sample covering 64% of care home staff) showed that staff were predominantly from Black and Multi Ethnic backgrounds, particularly Black ethnicities (60%). The data showed that the workforce is mainly staffed by women (80%) and the largest age group is 40-59 (60%) followed by 20-39 (30%).

Market concentration is higher amongst Lewisham's Older People care homes than the overall care home market in Lewisham. 12 providers operate Lewisham's 15 Older People homes, with 4 national providers operating across multiple boroughs having 1 home each. 3 providers are 'medium sized' with a portfolio of homes 1 with 3 homes, 1 with 2 homes and 1 with 1 home in the borough. 6 homes are smaller organisations based solely in Lewisham.

**Quality:** Lewisham's care homes are of mixed quality. Currently 11 homes are currently CQC rated as 'Good' and 4 are rated as 'Requires Improvement'.

Lewisham Council and ICB routinely visit all older people's care homes between 2 and 4 times a year for the purposes of quality assurance. Reports from these visits make recommendations for improvements even where care is good as a matter of course.

**Cost and commissioning model:** Lewisham's rates for residential and nursing care vary depending on size and age of care home. Some are lower than the median rates produced by the Fair Cost of Care exercise whereas others are higher. There are several key differences in the calculation method for rates which impact the results. Whereas the Fair Cost of Care exercise produced a median rate, the iBCF rates are calculated as an average. Also, the iBCF rate includes placement rates for out of borough homes, whereas the FCC rate is based solely on Lewisham homes.

Lewisham primarily spot purchases placements both in and out of borough at rates individually negotiated between providers and the Council. However, all new spot

placements in borough are made at the agreed rate between the Council and the provider.

Additionally, Lewisham has in borough block purchase arrangements in place for 2 beds with 2 different providers for short term/ respite placements, 6 nursing dementia beds and 20 Intermediate Care beds again with 2 different providers.

There is a recognised need to increase the number of OP care home beds within Lewisham in the coming years, with a focus on nursing beds, particularly nursing dementia beds. To ensure an effective balance of market diversity and stability, the Council is considering reverting to a mixed model of spot purchasing and block contract arrangements

**Workforce:** The Skills for Care Workforce Data Set for 2021-22 estimates that staff turnover rate was as follows:

	Residential homes			Nursing homes		
	Lewisham	London	England	Lewisham	London	England
Vacancy rate	13.9%	7.7%	7.7%	14.2%	8.8%	8.8%
Turnover rate	16.4%	28.2%	28.2%	28.7%	39.4%	39.4%

Relatively few staff were employed on zero-hours contracts.

In discussions with providers over the 22/23 year, providers have highlighted the pressure of attracting front line staff to work in the care home sector given competitive hourly rates (LLW) being paid by other providers such as supermarkets. Similarly, attracting nursing staff is also impacted by more competitive salaries and terms and conditions offered by the NHS, and nursing turnover is high. In view of rising demand for care, workforce pressures present a significant risk to market sustainability as recruitment and retention of skilled care workers is critical to ensure that the market can meet demand in years to come. However, providers expressed confidence that they would have enough staff to meet demand for placements over the next three to five years.

The borough has invested significantly in training for residential and nursing staff, funding 'Restore 2' training for all staff, Falls Management and Avoidance training, preassessment training and management of pressure wound training for all staff. It has purchased places on the HIN Pioneer Programme for care homes managers and also specialist pre-assessment training for manager and clinical leads.

**b) Assessment of current sustainability of the 18+ domiciliary care, now known locally as Maximising Wellbeing at Home**

**Neighbourhood model:** The Council entered into contracts on 01 April 2016 with 4 Home Care providers, one for each of the planned four neighbourhoods. This contract replaced the previous Framework Agreement for Domiciliary Care (2010-2016) which included 18 providers. The rationale for the significant consolidation of contracted home care providers was to appoint one Lead Provider per Neighbourhood who would have the capacity and expertise to lead the delivery of home care in that neighbourhood and work closely with the neighbourhood teams. The Service Specification for the Lead Provider contract was developed to enable Adult Social Care and Health to optimise the OP service to individuals in their own home by facilitating integrated working across health and social care, offering a localised and personalised experience and most importantly delivering the outcomes that are important to the Service User.

Three of the four contracts have been extended until 31 August 2023. The Neighbourhood 1 contract was not extended, due to quality issues. As a result, the Neighbourhood 1 contract was split between the remaining three remaining lead providers based on postcode. Throughout its tenure the Home Care Contract has enabled the Council to discharge its responsibilities to provide care to individuals in their own home in an efficient, structured and timely way.

Adult Social Care Neighbourhood Leads report that there has been an improvement in the provision of Home Care since moving to the Lead Provider model. It has been easier to build relationships with one Lead Provider and ensure that quality concerns are addressed promptly. They have been encouraged by the Provider's willingness to take part in Multi-Disciplinary meetings and pilot new ways of working to benefit their Service Users.

Service Users also report benefits from the Neighbourhood Model of Home Care including a more positive experience of service provision and an increase in independence and enhanced quality of life. The re-procurement will build on these foundations.

**Diverse workforce:** There are 1600 jobs in the Maximising Wellbeing at Home sector in Lewisham with 60 vacancies (3.8%) reported on the 22 March 2023. Skills for Care report that the average age of the workforce is 48 years with 83% female and 84% identifying as coming from Minority Ethnic background. All current Lewisham Council commissioned contracts must be compliant with stages 1 and 2 of the UNISON Ethical Care Charter.

**Supply:** There is currently good capacity in the Maximising Wellbeing at Home market overall. As of 01 March 2023, there were 2000 spare weekly hours of care available.

**Quality:** As of 01 March 2023, the Maximising Wellbeing at Home market quality was as follows:

Number of providers	Number rated 'Outstanding' by the Care Quality Commission	Number rated 'Good' by the Care Quality Commission	Number rated 'Requires Improvement' by the Care Quality Commission	Number rated 'Inadequate' by the Care Quality Commission	Number not yet rated by the Care Quality Commission
70	2	32	14	0	22

In order to have oversight of the quality to care delivered, all Maximising Wellbeing at Home services complete the weekly quality trigger survey looking at:

- Number of Clients providing care for
- Number of weekly hours of care provided
- Number of weekly hours of spare capacity
- Quality indicators
- Workforce e.g., vacancy rates

This information is then triangulated by the relevant relationship manager and used to determine whether any provider requires direct support.

**Sustainability:** Lewisham Council Community Support and Care team support the 70 providers through:

- Relationship managers who collect weekly quality trigger data and then use this information to continually support quality improvement of the providers in their neighbourhood
- Weekly provider forum where we share good practice and discuss how we can jointly address wicked issues

- Promoting the Proud to Care Lewisham Family initiative which we have coproduced with Clients, Unpaid Carers, Wellbeing Workers and Provider management teams. The initiative consists of three steps:
  - Step 1 - Recruitment into our Proud to Care Lewisham Family through a values-based approach. Interview panels consist of three interviewers: Wellbeing Worker based locally, Unpaid Carer and Client
  - Step 2 - Recruitment of applicants to Maximising Wellbeing at Home organisations. Within step 2, each Maximising Wellbeing at Home organisation based in Lewisham has the opportunity to advertise vacancies to all candidates in the Proud to Care Lewisham Family. As the prospective employer, the Maximising Wellbeing at Home organisation must ensure the recruitment approach that the organisation adopts during step 2 is fully compliant with CQC regulations.
  - Step 3 - Supporting the Maximising Wellbeing at Home pool of Wellbeing Workers. If Wellbeing Workers do not feel that the role, they are currently employed in is meeting their needs, they can resign from that organisation and re-enter the Proud to Care Lewisham pool where they will be matched to another Maximising Wellbeing at Home provider.

**Market diversity:** Lewisham commissions Maximising Wellbeing at Home services from a large and diverse provider market, predominantly from the private sector and secondarily from the voluntary sector. Lewisham also commissions specialist care from organisations skilled in supporting specific Client needs. This includes two learning disability providers; one specialist mental health provider; one organisation that specialises in supporting deaf people; and several agencies that also provide healthcare packages for Continuing Healthcare Clients that the council commissions on behalf of South East London ICB.

**Demand:** As the older population ages and care and support needs become increasingly complex, demand for support at home will rise. Social care reports (01 – 07 March 2023) show that 1256 Clients were in receipt of Maximising Wellbeing at Home services, culminating in 21082.75 weekly hours of care being provided. The local evidence base suggests that this volume will rise in line with increasing demand.

The Lewisham Brokerage team report that we are seeing rising complexity across a wide range of needs and that it is usually more challenging to source and maintain appropriate care packages for Clients with more complex care needs. Brokerage feedback highlights challenges linked to care package breakdown, often for Clients with more complex needs who may move between multiple providers. Ensuring stability and continuity of care is a key priority for social care and commissioners, in developing the market to meet the needs of Clients with complex needs.

**Cost and commissioning model:** The average rate across providers as of March 2023 was £19.50. This average compares to a Cost of Care exercise median rate of £23.14. All staff employed by providers commissioned by Lewisham Council are contractually required to be paid the London Living Wage.

## **Section 2: Assessment of the impact of future market changes (including funding reform) over the next 1-3 years, for each of the service markets**

There are several national market changes that are expected to impact Lewisham care homes and Maximising Wellbeing at Home services over the next 1-3 years. These include:

- The adult social care reform programme for England, outlined by the government in September 2021. This principally involves charging reform, with a focus on increasing support for self-funders. Key changes will include implementation of the lifetime cap

personal care costs of £86,000, alongside changes to the means test for social care financial assessment.

- The introduction of a new regulatory inspection and assurance framework for adult social care, including new inspection framework for providers and extended duties for the CQC to inspect local authorities under the provisions set out in the Health and Social Care Act 2022.
- Further commencement of Section 18(3) of the Care Act 2014 (currently in force only for Maximising Wellbeing at Home services). This will enable self-funders to request the Local Authority to arrange care on their behalf, enabling them to access care at local authority commissioned rates – for people entering residential care from October 2023 and available to all by April 2025 at the latest.

The principal changes within the national adult social care reform programme relate to adults who fund their own care privately. Self-funder reform will impact on Lewisham as the local authority implements the new criteria for financial assessment and must be prepared to offer assessment to Clients who privately arrange their care, should they approach the local authority under Section 18(3). For care homes that have higher self-funder populations, this presents a sustainability risk, should self-funders be directed to different care settings by their local authority. The S18(3) arrangement is already in place for home care.

The self-funder population in Lewisham is low in comparison with national and London benchmarks across both community care and care homes. ONS estimates for 2021 to 2022 indicate that approximately 10% of Lewisham community care (including home care) Clients are self-funders and that 10% of Lewisham care home residents are self-funders. Local analysis of the Lewisham self-funder markets indicates that there are a total of approximately 150 self-funders currently living in Lewisham who may seek an early assessment (April to October 2023), including Clients from other boroughs placed in Lewisham care homes. It is assumed that there will then be 50 people each year seeking an assessment.

The financial impacts of the Adult Social Care reforms are significant for local authorities. A key challenge will be achieving a sustainable balance between addressing cost pressures for providers with managing the significant financial impacts of the ASC reforms for the local authority.

Sustained workforce pressures continue to impact social care providers, including both Maximising Wellbeing at Home providers and Older People care homes. We surveyed the Maximising Wellbeing at Home and Older People's care home providers in scope for this exercise to ask for their feedback on the key strategic risks for the Maximising Wellbeing at Home and Older People care home markets respectively. Their feedback underlined similar risks across both markets, with staffing shortages for care and nursing staff. Maximising Wellbeing at Home providers expressed challenges concerning high usage of staff on zero-hours contracts. Key strategic challenges identified by providers for both markets were recruitment, retention, cost of living and fee rates.

### **Section 3: Plans for each market to address sustainability issues identified, including how fair cost of care funding will be used to address these issues over the next 1 to 3 years**

#### **a) 65+ care homes market**

The Government's decision to delay the Adult Social Care reform programme and the funding that would have followed the Fair Cost of Care work undertaken in 2022/23, alongside the local decision to prioritise 'Maximising Wellbeing at Home' means that the stability of the care home market remains a risk, not least because the exercise had led

to a raised expectation among providers that a 'Fair Cost of Care' will be paid. This potentially will push providers towards even more privately funded Clients.

Lewisham commissioners will be undertaking a market and placement analysis exercise in the first half of 2023/23 to review current pattern of placement. This will inform more concrete commissioning intentions. However, there is little available land in the borough to encourage providers to build new services of the nature and quality that is now expected. There is also little incentive at the current time for providers to look to expand the number of beds at existing homes. Therefore, it is most likely that the council will look to progress its mixed model of block vs spot commissioned beds, whilst also working with some providers to increase the number of nursing beds probably in currently dually registered homes. This kind of recommissioning will support both market sustainability and value for money, with a particular focus on expanding capacity for dementia nursing beds.

Early intervention and prevention continue to be a key focus for Lewisham, with a range of initiatives underway to support older people to live as independently as possible. The Council will, therefore, also look to develop and reshape its Extra Care Housing offer to decrease demand for residential care by enhancing the ECH offer. However, in view of sustained rising demand for care home placements and limited capacity in Lewisham care homes, it is not expected that this approach, in itself, would pose a significant sustainability risk to care homes.

#### **b) 18+ domiciliary care, now known locally as Maximising Wellbeing at Home**

As the population grows older and the aspiration to keep older people out of hospital increases, the way care at home is provided must change. Within Lewisham, we have collaborated on a regular basis over the last year, with residents, Unpaid Carers, Wellbeing Workers and provider management teams to coproduce our new model of care at home, known locally as Maximising Wellbeing at Home. We are all extremely excited that from the 01 September 2023, our ongoing collaboration is culminating in the selection of the organisations that will deliver our Maximising Wellbeing at Home service (through our current procurement process) to enable residents to live longer and lead happier lives in their own home.

Maximising Wellbeing at Home is delivered by Wellbeing Workers working in semi-autonomous Wellbeing Teams, supported by internal and external coaches. Wellbeing Teams will coach Clients through a rehabilitative lens. The Service is provided to people living in household accommodation that is owned or occupied by the person receiving the Service. The household accommodation arrangements are fully independent of the Service (which remain at all times a visiting arrangement).

***Example: European countries (including Germany, Austria and Denmark) have reformed educational qualifications and training of home care workers to improve the profession's image and encourage recruitment to the sector. Reform programmes in Denmark, which focused on a more rehabilitative to home care, have also been highlighted as having improved the status of care work, whereby carers are seen as coaches undertaking more positive, motivational work that is distanced from the 'work of home care' (Kings Fund, 2018).***

Maximising Wellbeing is the key outcome of the service delivered by the Providers of these Contracts. 'Wellbeing' is a broad concept and is described in the Care Act (2014) as relating to the following areas in particular:

- Personal dignity (including treatment of the individual with respect)
- Physical and mental health and emotional wellbeing
- Protection from abuse and neglect

- Control by the individual over their day-to-day life (including over care and support provided and the way they are provided)
- Participation in work, education, training or recreation
- Social and economic wellbeing
- Domestic, family and personal domains
- Suitability of the individual's living accommodation
- The individual's contribution to society

There is no hierarchy in the areas of wellbeing listed above – all are equally important. There is also no single definition of wellbeing, as how this is interpreted will depend on the individual, their circumstances and their priorities.

The Maximising Wellbeing at Home service consists of nine contracts which include:

#### Neighbourhood Service Providers

- Maximising Wellbeing at Home service for adult's resident in Neighbourhood 1
- Maximising Wellbeing at Home service for adult's resident in Neighbourhood 2
- Maximising Wellbeing at Home service for adult's resident in Neighbourhood 3
- Maximising Wellbeing at Home service for adult's resident in Neighbourhood 4

#### Coaching service providers

- Solution-Focused Wellbeing Coaching - End of Life Care
- Solution-Focused Wellbeing Coaching - Effective management of individuals with advanced dementia including those presenting with behaviours that challenge
- Solution-Focused Wellbeing Coaching - Learning Disability and / or Autism
- Solution-Focused Wellbeing Coaching – Mental Health
- Solution-Focused Wellbeing Coaching – Enabling and supporting Clients into Meaningful Life Roles

Each of the nine contracts will have a separate service specification. All have been developed in collaboration with a range of stakeholders to secure sustainable and innovative Maximising Wellbeing at Home provision across the Borough. Each of the nine service specifications will:

- Address what is important to people in order to maximise their wellbeing at home
- Value Unpaid Carers as equal partners in maximising the wellbeing of their loved one
- Respond to the concerns raised by people and family carers through previous complaints, issues related to quality, Section 42 enquiries and provider concerns
- Address national and regional concerns about the future sustainability of the service
- Support and promote Lewisham Council and the NHS Constitution values and priorities
- Put on an equal footing, the person in receipt of services, Unpaid Carers and Wellbeing Workers.

All nine contracts will go live on the 01 September 2023 and will operate for a period of 5 years with the option to extend for up to a further 2 years.

Sustainability of our Maximising Wellbeing at Home market is dependent on the ability of providers to recruit, develop and retain a high-quality Wellbeing Worker workforce, as well as improve our offer to Unpaid Carers. In order to achieve this aim, we have agreed locally to:

- Pay the Fair Cost of Care hourly rate (£23.14) from the 01 September 2023. This will enable providers to be fully compliant with the UNISON Ethical Care Charter<sup>1</sup> resulting in all Wellbeing Workers being covered by an occupational sick pay scheme

<sup>1</sup> <https://www.unison.org.uk/care-workers-your-rights/the-ethical-care-charter/>

to ensure they do not feel pressurised to work when they are ill in order to protect the welfare of their vulnerable Clients.

- Promote Maximising Wellbeing at Home as a career of choice for Lewisham residents through the Proud to Care Lewisham Family initiative.  
<https://www.youtube.com/watch?app=desktop&edufilter=NULL&v=YYDXYWEcDis>
- Celebrate the amazing work of our Wellbeing Workers through an annual 'Celebrating Wellbeing Worker Day' event. On the 14 February 2023, we ran our first Celebrating Wellbeing Worker Day event with over 260 Wellbeing Workers attending over the course of the day. The event gave us an opportunity to thank Wellbeing Workers for their amazing work over the last year as well as promote our Maximising Wellbeing at Home service model which goes live on 01 September 2023.  
<https://www.youtube.com/watch?v=nzaXBTYN7Ok>
- Develop and promote through the Proud to Care Lewisham Family initiative, a number of career progression pathways within the sector, with each role aligned to an existing apprenticeship standard<sup>2</sup> – these include:

Career pathway	Marketing	Recruitment	Customer service	Compliance	Quality	Learning and development	Care provision
Level 1							
Level 2		Recruitment resourcer	Customer service practitioner				Healthcare support worker
Level 3	Marketing Assistant	Recruitment consultant	Customer service specialist	<ul style="list-style-type: none"> <li>• Compliance and risk officer</li> <li>• Public sector compliance investigator and officer</li> </ul>	Improvement technician	Learning and skills assessor  Learning mentor	Community health and wellbeing worker
Level 4	Marketing Executive	Employability practitioner		Regulatory compliance officer	<ul style="list-style-type: none"> <li>• Improvement practitioner</li> <li>• Quality practitioner</li> </ul>	Assessor coach	
Level 5						Learning and development consultant business partner	Healthcare assistant practitioner
Level 6	Marketing Manager			Senior compliance and risk specialist	Corporate responsibility and sustainability practitioner		<ul style="list-style-type: none"> <li>• Psychological wellbeing practitioner</li> <li>• Speech and language therapist</li> <li>• Physiotherapist</li> <li>• Occupational therapist</li> <li>• Social Worker</li> </ul>
Level 7					Systems thinking practitioner		

- Enable staff at all levels to develop the knowledge and skills through rotations so that they can work in a system fashion around the needs of our residents.

<sup>2</sup> <https://www.instituteforapprenticeships.org/apprenticeship-standards/>

- Ensure all Unpaid Carers are Visible, Valued and Supported through procuring Maximising Wellbeing of Unpaid Carers service which will go live on 01 July 2023. This service will ensure all Unpaid Carers are:
  - Visible: We want everyone who is an Unpaid Carer to be fully aware of this
  - Valued: We value you as the key partner in supporting your loved one and your contribution to our local economy
  - Supported: We see you as a person in your own right and will support you to have a fulfilling and meaningful life. This includes transitioning out of being an Unpaid Carer if and when that occurs.