



Brent

Market Development Strategy and Engagement Plan Adult Social Care

“Empowering people to be independent”

“Building a more diverse accommodation based care market in Brent to better meet the needs of local people to ensure ‘whole person care’ and reduce over reliance on residential and nursing care.”

1. Introduction

Brent's first Market Position Statement (MPS), published in January 2014, was our first step in ensuring, as a local authority, we are fulfilling our new duty under the Care Act 2014 to promote the diversity, quality and sustainability in the local care and support market. This duty includes a requirement to promote the efficient and effective operation of local services, ensure that people wishing to access local services have a variety of high quality services to choose from; with a focus on the importance of fostering continuous improvement in the quality of services and the efficiency and effectiveness with which such services are provided.

The MPS therefore sets out Adult Social Care's vision for more flexible services locally to meet rising demand and increasing cost in the context of significantly diminishing financial resources. At the heart of the MPS is the principle that services should be inherently responsive to individuals' needs and preferences and promote greater choice and control. This is what we mean when we talk about 'personalisation'. This requires a shift away from traditional care home service provision towards a model that encourages flexible, personalised care with strong emphasis on individuals' outcomes and greater co-operation between services. We want to reduce dependency, support people to remain in their homes and in their communities for longer and help people to help themselves.

Brent adult social care has ambitious plans for re-balancing our use of accommodation based care and support (ABCSS) options, shifting progressively over the next three years away from residential and nursing care towards increasing use of supported living and extra care models of care and support (Accommodation Plus), when people cannot live in their current home. This plan will enable us to continue to provide high quality services to local people within our reduced budget.

The MPS is, therefore, written for providers of ABCSS who currently operate locally and for potential providers who we don't currently work with but are considering entering the market in Brent. Our aim is to increase the diversity of service provision locally to meet people's individual needs.

The key messages we communicated to the market through the MPS were:

- Brent is committed to supporting all local residents to stay at home for as long as possible or as close to home for as long as possible with excellent quality, flexible, personalised care and support.
- Brent's overall use of traditional Care home provision is declining in line with meeting people's needs better at home and using new models of care and support in the community. This has involved the development of more flexible models of ABCSS.
- We aim to continue this direction of travel by supporting the continued development of more flexible models of ABCSS locally.
- We want to continue to work collaboratively with the market to develop new solutions to meet the needs of Brent residents and we are actively encouraging providers to approach us with proposals for how together we can do things differently.

When we published the MPS we committed to developing a Market Development Strategy (MDS) which would set out the approach we would be taking to developing the models of accommodation plus we want locally and how we plan to engage with the Market to develop new provision. This MDS therefore sets out how we will deliver on this commitment.

2. Our strategy for developing the Market in Brent (Market facilitation)

Changing the way Adult Social Care delivers

The way in which adult social care departments provide services has changed fundamentally over the last 20 years. The first fundamental change was the move from the Council providing all services to the Council purchasing those services (over 90% of all services in Brent) through the private and independent sectors. Market development is the next fundamental change as the local authority moves:

- from purchasing a relatively small range of services from a small selection of providers to meet the eligible needs of people who receive publicly funded adult social care;
- to a broader role facilitating the delivery of a range of diverse, fit for purpose and affordable services which allow everyone who needs social care (whether they need publicly funded services, or they are purchasing their own care) to have choice and control over the support they receive to improve their well being.

The personalisation agenda set out in Putting People First in 2007 was the start of this process as local authorities sought to commission a broader range of services and support through Direct Payments to meet individual needs. However, this is developed even further in the Care Act 2014. The Care Act 2014 not only makes the best practice of Putting People First law, it creates a focus on the 'well being' of all (rather than the eligible needs of those who need publicly funded care) and consequently aims to create a single social care market for publicly and privately funded services and support. This means the local authority has to move beyond a purchaser / provider model to a market development model for **all** services and support.

Market development is not completely new in Brent. We have a number of examples of where we have worked differently with a wider range of providers to deliver choice, control and improved well being in the past. For example, Meals on Wheels. Previously this service was delivered through a single contract with a single provider, and people had to have that service from that provider. In 2013, we worked with service users, carers and a range of local providers to facilitate the market and deliver a better service in a different way. Now the Council does not have a contract with any organisation to provide meals on wheels, but we have worked with the market to ensure there is a diverse range of providers that people can purchase from directly.

The purpose of the MPS and now the MDS is to set out a much more strategic and 'organised' approach to how we move from commissioning and contracting to facilitating the market.

A strategic approach to market development

The approach to Market Development as set out by the Institute Public Care (IPC) is defined as ‘market facilitation’ and describes this as a relationship between Market Intelligence, Market Intervention and Market Structuring.

MARKET FACILITATION



Market Intelligence

In this model, market intelligence means a comprehensive understanding of the evidence base for (future) supply and demand locally, and it is the foundation of the Council’s new market facilitation role. We need always to be building and improving market intelligence available to:

- the department (to facilitate the market),
- providers (so that they can developed the services and support people want and need), and
- most importantly to the people of Brent (so they can make choices and take control of the support they receive).



We undertook a specific and a significant exercise to improve our market intelligence as a part of developing the Brent MPS, which was published in January 2014 and is attached at Appendix A.

Market Structuring and Intervention

Building on the MPS and the ongoing market intelligence work, we must now change behaviour, moving away from the core activities of commissioning and contracting to use a broader range of 'intervention' and 'structuring' activities. Essentially, this means we need to work with a broader range of providers in a range of different ways. We will continue to work with residential, nursing, home and day care providers, but also working more closely with a range of other organisations and providers in the private and voluntary sectors, including housing providers to ensure we can improve people's well being



Working with providers to support the delivery of our vision locally can only be achieved through practical structuring and intervention activity.

Market Structuring - The steps commissioners take to structure the required market locally:

- Promotion of the MPS and key market intelligence with providers locally/clear communication of our direction in travel; setting the scene of what models of provision we will commission in the future and what we want
- Proactive engagement with providers to communicate the new model we want locally and to foster co-production
- Provide practical support to the market place to assist them in delivering this new model of working; better communication, dissemination of information and reviewing our internal processes and procedures to facilitate more effective partnership working with the market.

Market intervention – The activities commissioners undertake in conjunction with the marketplace in order to intervene in the market to deliver change that has not already been delivered through structuring :

- Commission and procure the services required to realise our vision of new preferred models of provision locally.

- Decommission services that do not support our vision of our preferred models of provision locally.
- Work directly with individual providers and developers to remodel current provision and to develop new provision locally based on the preferred models.

Since we published the MPS in January 2014, we haven't waited to publish the MDP to start working with the market; we have already started to undertake work to intervene and structure the market locally in Brent. For example, we are working with:

- one housing developer who is currently in the process of developing 40 units of Accommodation Plus capacity, which will include shared facilities for tenants, carers, and visitors including a hairdressers', carer's restroom, an activity room, buggy store, and laundry. This Development is due to complete in 2015.
- another housing developer who is in the process of developing a further 99 units of Accommodation Plus capacity are being developed by a Housing Association in Brent, which is due to complete in 2015.

Together, these two initiatives will enable 139 local older people to be supported to live more independently than they would otherwise be able to within a care home.

We have also undertaken a number of initiatives with providers locally on an individual basis to develop Accommodation Plus models of provision through the remodelling of current provision for supported living, deregistration of regulated services and working with providers to develop new provision. However, our approach to this in the past has been on a more fragmented and opportunistic basis i.e. it has relied on us being approached by providers and developers, sometimes later on in the planning process than is ideal. The publication of our MDS marks a change in the way we will work to intervene and structure the market; a far more strategic, planned approach that will move us forward at greater pace.

We have also been undertaking work already with other sectors of the market place to support this new vision for services locally and to support this new model of provision, as part of the West London Alliance (WLA) we have recently tendered and award a new framework for homecare services that allows for a more flexible approach to providing support for customers living in the community ranging from housing related support to more specialist, intensive support.

New Accommodation for Independent Living project (NAIL)

In addition to the above activity, the most significant example so far of work we have done, and will continue to do, to structure and intervene in the market locally has been through the work we have done as part of Phase one the New Accommodation Independent Living project (NAIL). The NAIL project was established to begin to realise the vision within our MPS and to build on the work we have already done to intervene and structure the marketplace locally. The project was set up as an initial work stream to start to identify potential new sites and opportunities to remodel current sites for Accommodation Plus provision for the further 200 units of Accommodation Plus capacity needed in Brent. As set out in the MPS we envisage this capacity being split across groups as per the table overleaf:

Client Group	Accommodation Plus Capacity Units Needed
Learning Disabilities	62
Older People	93
Mental Health	22
Physical disability	22
Total	200

The target of developing a further 200 additional units of Accommodation Plus capacity, links explicitly also to Outcome D in Brent's new Housing Strategy, to provide an additional 200 extra-care and specialist supported housing units by 2016 to widen housing options and reduce reliance on residential care.

The NAIL project is set out in two phases: Phase one (January to June 2014) was focused on developing market intelligence and starting to structure the market while determining the viability of the concept. Phase two (July 2014 – March 2017), which will focus on completing the market structuring and delivering the discrete interventions to achieve the step change in the accommodation available to people in Brent, while ensuring the care and support services flex to reflect the changes in accommodation.

Phase 1 has now been completed, and delivered the following:

- suitable potential sites have been identified through discussion with a range of potential investors and developers
- opportunities to remodel existing sites or properties to 'accommodation plus' options have also been identified in partnership with local providers and businesses
- a business case for delivering further potential accommodation options has been delivered
- a range of additional potential site opportunities for delivery in the years after 2016/17.

The focus of phase one of the first phase of NAIL project was specifically around the delivery of the accommodation itself. However, it is important to note that there are three clear elements to achieve the successful delivery of this project through Phase 2, which reflect the wider objectives set out in the MPS, and the need for all parts of adult social care to work more closely together as part of market facilitation. We have to:

- deliver the accommodation
- ensure that the accommodation meets the needs of the population we support and that the care and support commissioned to deliver services in the accommodation enhances the focus on independence, choice, control and quality of life
- Identify and appropriately 'match' individuals to the right accommodation option for them at the right time. The accommodation option that which meets their needs and improves their health and well being.

To deliver the 200 units of accommodation in the proposed timescale will require a range of market interventions. Sites will be delivered in at least 3 different ways:

- development and delivery of new sites, which is currently the focus for the delivery of the majority of new units.
- remodelling of residential/nursing homes (working in partnership with existing care home providers)

- remodelling of sheltered housing (working in partnership with local housing associations).

However, as set out in the MPS and as a result of market structuring we also want providers and developers who are keen to work with the council to approach us with their ideas and proposals, who are keen to work in partnership with us to deliver the vision in Brent of more Accommodation Plus provision, it is not a case of the council approaching providers to stipulate they must develop new sites or remodel their current provision.

In the development and delivery of new sites, we need to be flexible working with a range of different delivery mechanisms, which will be dependent on:

- who owns the site
- Who will own and manage the accommodation
- who will be commissioned to deliver the care and support service and whether it will be delivered as part of complete package or be commissioned separately from the accommodation?

In talking to providers, developers and land/site owners, Phase one of NAIL identified a maximum of 287 possible potential new units of Accommodation Plus across the borough that could be delivered across 15 sites within the required timescale. However, a cautious prediction is that these identified new sites are likely to deliver between 50-60% of the 267 identified sites within the required timescale. This is because sites may not come to fruition for a variety of reasons for example; owners may find alternative uses for their site. There are also a number of key decisions that need to be made which could change the number of units on a site. These risks reflect the challenges inherent in this new approach to delivery. Therefore, along side engaging with the market to develop these identified sites, to support delivery of the vision set out in the MPS it is critical that we undertake further work with the market place to:

- continue to identify new sites to meet our target of 200 new units by 2016/17 and beyond
- continue to identify opportunities to remodel existing provision with local providers and business to meet our target of 200 new units by 2016/17 and beyond

Another critical element to delivering the vision of our MPS is to not only engage with the market around the actual accommodation but to fully engage with all types of providers in the local market who we will also need to work with us to deliver this new model, including the full range of care and support providers who deliver services currently as well as new market entrants, community and voluntary sector providers and crucially customers, carers in shaping the models of accommodation, care and support we want to commission locally.

In addition to managing the physical delivery of these units and commissioning the right care and support to facilitate this new model we need to ensure that they are being delivered in line with ASC objectives and policy, we must ensure that the buildings and services connect to the wider network of services and support and the wider community as part of delivering a high quality service. We also need to ensure that the new units are being delivered in the right parts of the borough and align with the strategic commissioning analysis that drives the department's services, for example, that the accommodation and support reflect the equalities issues and do not, by a process of accumulation, lead to a market which does not meet the needs of specific groups. This means having proper planning and engagement to ensure that the new provision is being delivered in the right places, to the right standards, meets people needs fully and is cost effective.

In order to manage this complexity, we will need the engagement and commitment of a number of Brent Council departments alongside the marketplace including:

- Adult Social Care - to work with all the providers and developers to ensure that the provision meets the needs of the people we support and those people can and are fully engaged in the development and design process and identified and matched to the appropriate provision to meet their individual needs fully when it becomes available – and this is done in a planned way
- Housing - to integrate the development of these types of provision within the wider partnerships with housing association and registered providers and to develop Brent Council owned sites
- Planning - to ensure that ASC can more effectively manage the market by getting early sight of proposed developments as well as identifying potential sites for other new developments and;
- Procurement - to ensure that whatever framework we use to commission and deliver to realise the model, we have a robust contractual arrangements in place which mitigates the key risks.

3. Our approach to engagement with the market and what we need to achieve

The importance of mature and constructive partnership working in the social care market to ensure sufficient capacity and diversity of services is critical in ensuring an innovative and flexible approach to delivery demanded in the era of personalisation, and the financial risk-sharing that entails. This is a new approach that supports the need for us to take a more strategic approach to market development, rather than the approach we have historically taken; a more fragmented, 'piecemeal' approach.

It is clear that commissioners and providers alike need to build better arrangements for working together within the care and support market if they are to deliver the new models of provision needed in Brent and to improve quality, increased choice and control for individuals and to deliver a much more responsive and efficient commissioning and delivery model.

However, in improving market relations and to develop the market we need locally in Brent the need is not just for commissioners, providers, customers and carers to 'get along' better. It requires conscious structured activities and well planned engagement.

As commissioner locally we need to develop our market facilitation role, to inform all parts of the market about what is happening and what may be needed in the future. We need to be a real resource for providers and customers (whether discussing local authority funded provision or not), offering information and intelligence about the whole market and what our vision is regarding the models of provision we want in Brent (MPS).

Providers should feel able, albeit in confidence, to discuss their long term business plans and where appropriate and welcomed, discuss whether support to strategic business planning is needed.

There is a need to identify where there are barriers to market entry and work with providers and/or developers on how these might be overcome. There is also a need to ensure that procurement arrangements do not hinder the development of creative solutions.

With this in mind we will be engaging in a way that embodies a new approach of co-production and partnership working that will mean that commissioning decisions we make and arrangements we put in place are:

- Open - decisions are visible and open to fair challenge.
- Inclusive - designed to ensure diversity and choice and facilitate smaller providers to take part in any new forms of contractual relationships.
- Flexible - terms and conditions whether individual, framework or block contracts are not simply given but are open to negotiation with a greater emphasis on co-production and sustainability.

To deliver this new way of working we think it is important that expectations are clear.

Providers can expect the following from us;

- We as commissioners are clear about our long term approach to the market, what outcomes we want to achieve and what customers have told us they want from services
- We review tendering and procurement processes, evaluate their impact on provider communities and explore how improvements can be made that will help drive the market. Providers also need to be clear with local authorities what they consider is wrong with their procurement processes and how they could be improved. It is important not to get stuck with set tendering processes or framework agreements that are the same regardless of the value of the contract. Proportionality is vital if more providers are able to respond.

What we expect from the marketplace and providers:

- Providers develop greater trust in commissioners and are prepared to be more open about their funding and ownership sources and are willing to share service activity, impact and cost information (within the bounds of reasonable confidentiality).

In partnership the council and providers will:

- Facilitate and promote the views of service users, whether commending services, or discussing why services are not being taken up or are not seen as helpful and respond better to user criticism and feedback.
- Good mechanisms are in place for providing information about local provision.

The social care market is entering a period of uncertainty and, in some cases, instability as the impact of the recession, financial austerity and of demographic change begins to have an effect. The more local authorities retreat behind rigid tendering arrangements, formal provider forums or arms length relationships with the sector, the less likely providers are to be responsive to change and innovation on the one hand or doing more for less on the other.

Essentially Brent's approach to market development and engaging with the marketplace is based on trust; with the aim of improving relationships within the social care market. Even within a new care economy, where the significance of the local authority as a purchaser of services is less, the role local government has in influencing the social care economy still remains considerable.

4. Engagement plan - Developing a Brent Market Engagement Network (BMEN)

Setting out how we want to develop the market in Brent and what we need to achieve to realise our vision in the MPS is not enough and we must also be clear about how we plan to engage with the market to do this. We want to do this by developing a well planned, effective and established Marketplace Engagement Network (BMEN).

We plan on developing and implementing a number of different mechanisms to develop an effective BMEN with the market in delivering our MDS including the following mechanisms:

Type of engagement	Provider Events/summits	Regular forums for different provider markets with opportunities to come together	Provider 'Drop-in' sessions/advice surgeries	Direct engagement with providers and developers as part of delivery of phase two of the NAIL project and beyond
Purpose and desired outcome	Large-scale events to engage with the market place on a wide scale to share the councils strategic commissioning intentions and direction of travel and to start high level discussions about new models of provision and to gauge feedback from the marketplace on our plans	Smaller scale meetings to engage with specific sectors within the wider market place on a to discuss the councils strategic commissioning intentions and direction of travel and how they impact on specific sectors of the market around new models of provision	Regular monthly 'drop-in' sessions for providers from all sectors of the marketplace to have an opportunity to meet with commissioners on a more informal basis to discuss ideas and gain clarity on any issues specific to their organisation and to seek advise and support around developing these and to ensure this fits with the councils direction of travel (please note these sessions are not an opportunity to be used as an opportunity to discuss any on-going contractual or operational issues – these will be disused and addressed via the normal processes in place. A number of slots will be made available and will be on a 'first come, first serve' basis	Meetings and working groups with various different developers and providers as and when required to facilitate the development and realisation of new models of accommodation plus models of provision. This level of engagement will be required, not just the accommodation but with other providers with we will be working with to model and deliver the care and support services required in the community to support the accommodating plus model of provision.
Frequency	Adhoc	Bi-monthly	Monthly	As required
Dates already planned	31st July 2014 11 th Sept 2014 Further dates to be determined	TBD	From August 2014 onwards	As required

Through the BMEN we want to:

- Promote a greater understanding of the Health and Social care market locally and identify any gaps in provision.
- Provide the ability to escalate strategic operational issues from providers
- Encourage and value research, development and innovation.
- Support mutual improvements in business efficiency.
- Support the development of high quality provision.
- Help sustain, manage and develop the market.

The BMEN will work in a way that encourages:

- Engagement in discussion in a respectful and constructive manner, debating but accepting different perspectives
- A positive attitude and 'can do' approach to the work of the BMEN
- A solution focussed approach to problem solving and conflict resolution
- Engagement in an open and transparent manner, which highlights any relevant conflicts of interest as they may arise.

In terms of direct engagement we want to develop a clearly defined process for providers and developers to approach the council outlining their proposals for possible new sites and opportunities to remodel existing provision. The process we currently have in place for this is somewhat 'ad-hoc' and relies predominantly on email approaches to individual council officers. This is not entirely effective as these communications may not be directed to the right person/team and therefore may not be acted on as swiftly as required and doesn't allow us, as commissioners to build a comprehensive picture of the scale and types of providers who are approaching us in a proactive way who are keen to work in partnership with us.

As part of testing this approach and making it real, commissioners undertook an initial seminar with a small groups of providers representing various sectors of the market locally in Brent (e.g. Care homes, Homecare, CVS orgs, and housing providers). The purpose of this seminar was to have an initial dialogue in respect of our planned approach to engaging the marketplace. The areas we wished to explore with them in preparation for the wider provider summit were and in the development of this MDS;

- To garner their views with our approach to market development and if they felt this was effective and what local providers want
- Have we got the different levels of engagement right; to consider the different mechanisms we want to put in place to develop a better partnership approach to working together.
- To gain a steer from providers on what would be most beneficial for providers in terms of topics and workshops themes at the summit - being aware that providers get invited to numerous meetings and forums.

The providers at the seminar fully understood our direction of travel as set out in our MPS and why we need to develop the accommodation based care and support market locally. Providers also broadly agreed with our approach to market development.

Although these providers agreed that the proposed methods of engagement where right, there was a clear view that we need to agree with providers more widely, exactly what format these meetings/forums need to take so commissioners and providers alike can get the most out of them.

Providers also gave constructive and helpful feedback around what they saw as some of the barriers to engaging with the council and commissioners, for example, issues with communication and needing to be clear with providers about our pathway into services. This feedback was really helpful and helps us, as commissioners to begin to understand what we need to improve.

5. Moving forward

Alongside the Market Position Statement, this Market Development Strategy marks the commencement, not the conclusion of a process whereby the council is changing its approach to working with the marketplace locally. The methods which we use to facilitate market development and engaging with the market will remain continually under review in terms of effectiveness and this strategy will be refreshed and updated as required.

However, whilst we recognise it is critical to engage with the marketplace in coproduction and developing the new models of provision we want in Brent, we recognise that the customer is central to designing and developing new models of provision. Brent has well developed customer engagement mechanisms in place to consult on what we do and to ensure that our commissioning intentions are in line with what customers need and want locally in terms of provision and the quality standards these services need to meet. We will be undertaking engagement with customers on our plans to develop these new models of provision locally in a range of different ways: from consulting on the development of the strategies we have in place to the design and remodelling of specific service provision. This work is outside of this of the MDS, but will underpin it.