

# 2019 – 2023

# West Lothian Integration Joint Board

# Market Facilitation Plan



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# 1. DELIVERING OUR VISION

The West Lothian Integration Joint Board (IJB) is responsible for delivering a range of health and social care services in West Lothian. The IJB aims to better integrate those services into a single system working across health and social care to ensure people receive the services and supports they require when they need them. The IJB's strategic vision and directions are set out in the Strategic Plan 2019 to 2023 and focus on increasing wellbeing and reducing health inequalities across all communities of West Lothian.

The achievement of integration and the long term aim of people living longer, healthier lives at home or in a homely setting<sup>1</sup> can only be done through local authorities and health partners working together with providers of health and social care services, the people who use those services, and their carers, to bring about sustainable change.

Delivery of integrated services is complex and challenging and there is a need for creative and innovative thinking around the redesign of current models of care and support. Significant change is necessary to deliver positive outcomes for people through services which meet their needs, take account of demographic changes and make efficient and effective use of available resources.

This Market Facilitation Plan aims to build on previous joint commissioning work between our partners and stakeholders. It provides the basis for dialogue and collaborative working between the West Lothian Health and Social Care Partnership (WLHSCP), service providers, service users, carers and other community stakeholders to shape the way in which care and support are offered to the people of West Lothian in the future. Read alongside future commissioning plans, this plan will assist stakeholders in understanding our intention to stimulate the adult care sector in West Lothian through structured and planned engagement.

**Jim Forrest**  
Chief Officer  
West Lothian Health and Social Care Partnership

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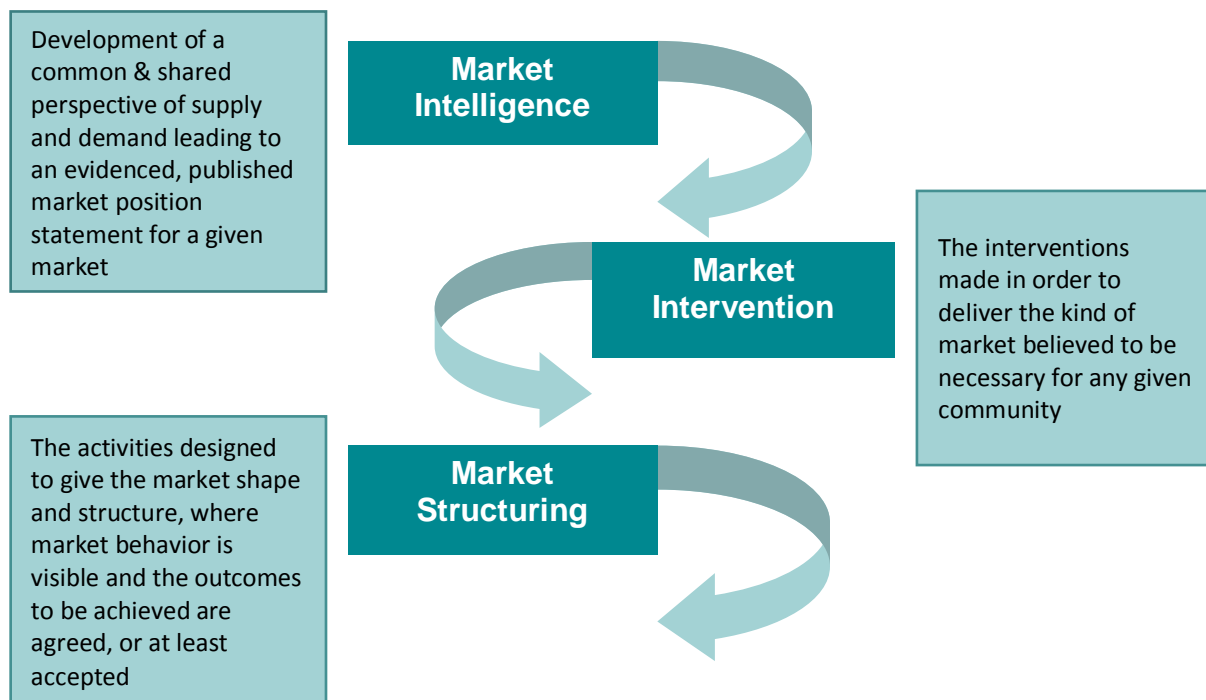
<sup>1</sup> Health and Social Care Delivery Plan (2016), Scottish Government

## 2. WHAT IS MARKET FACILITATION?

Market facilitation can be defined as follows:

*“Based on a good understanding of need and demand, market facilitation is the process by which strategic commissioners ensure there is diverse, appropriate and affordable provision available to meet needs and deliver effective outcomes both now and in the future”.<sup>2</sup>*

The Institute of Public Care defines market facilitation as the relationship between market intelligence, market intervention and market structure.



Market facilitation aims to ensure that choice and control are afforded to supported people through a sustainable market of different supports which deliver choice, personalisation, effectiveness and sustainability. Market facilitation means ensuring that there is an efficient and effective care market operating in West Lothian which meets current and future needs of the local population. Achievement of those aims is based on collaborative and partnership working between stakeholders to offer outcomes based supports locally for people who need them.

<sup>2</sup> Institute of Public Care, Oxford Brookes University

### 3. DRIVERS FOR CHANGE

The main drivers for strategic change across health and social care are set out in the IJB's Strategic Plan and include:

#### **2020 Vision for Health and Social Care**

The Scottish Government's 2020 vision for health and social care is for everyone to be able to live longer, healthier, lives at home, or in a homely setting and that we will have a healthcare system where:

- Whatever the setting, care will be provided to the highest standards of quality and safety, with the person at the centre of all decisions
- We have integrated health and social care
- There is focus on prevention, anticipation and supported self-management
- Where hospital treatment is required and cannot be provided in a community setting, day case treatment will be the norm
- There will be focus on ensuring that people get back to their homes or community environment as soon as appropriate, with minimal risk of readmission

#### **Integration of Health and Social Care Systems**

The Public Bodies (Joint Working) (Scotland) Act 2014 changed the way in which health and social care are planned and delivered throughout Scotland. The establishment of Integration Authorities brings together health and social care into an integrated system with greater emphasis on anticipatory and preventative care, and on improving care and support for people who use services and their families.

#### **Financial Context**

Public funding for health and social care services will not keep pace with demand and services will increasingly require to be delivered under challenging circumstances. It will not be possible to meet increasing demand simply by doing the same or spending more. A more cost effective model of care needs to be developed where resources are reprioritised and services and supports redesigned.

#### **Demographic Change**

People living in West Lothian are now living longer. Of particular significance is an increasing population of older people which brings challenges for future care delivery. The ageing population in West Lothian is rising faster than the national average and by 2041, one in four people will be over the age of 65. Over the next 5 years, people aged over 75 will increase by 25%. In addition, there are differences in life expectancy and deprivation factors across the East and West localities which need to be taken into account when planning services.

Older age impacts the incidence of frailty, including dementia and other long term conditions and services will need to change to ensure that the right types of supports are available to people at the right time and in the right place. People with long term conditions are also living longer and this will have an impact on demand for care and support and where it is delivered.

### **Focus on Health and Wellbeing**

Increasing demand for health and social care services is not expected to be met with a corresponding increase in resources. It is imperative therefore that there is a shift in focus to early intervention, prevention and self-care to reduce reliance on long term care provision. The aim is to empower and support people to maintain health and wellbeing and reduce or delay the need for high cost health and social care services.

### **Health Inequality**

Tackling inequality is recognised as a key driver in improving health outcomes for people. Deprivation has a significant impact on outcomes and there is a need for partners to work together to tackle social inequalities which impact adversely on people's lives.

### **Technological Advances**

Digital technology has potential to transform the way in which health and social care are delivered. The Scottish Government published 'Scotland's Digital Health and Care Strategy' in April 2018 which sets out a vision for how technology can support person-centred care and can help sustain and improve services of the future. The opportunities offered by technology to enhance support need to be further explored.

### **Self-directed Support**

The Social Care (Self-directed) Support (Scotland) Act 2013 allows people, their carers and their families to make informed choices about their support and how it is delivered. Markets need to think more about the individual as the commissioner of services.

### **Workforce Challenges**

There is a need to have the right people with the right skills in the right place at the right time. Challenges in this regard are set out in the Integration Joint Board's Workforce Development Plan 2018 to 2023 and include:

- The population of West Lothian having more complex health needs than before. There are many unavoidable hospital admissions as community infrastructure is not always responsive enough to provide the support required at the right time
- A shift in prevention and early intervention with focus on keeping people well whilst working in a system where effort is often concentrated on health care service provision and treatment
- An ageing workforce
- Difficulty in recruiting to some staff groups

## 4. LOCAL PRESSURES AND THE NEED FOR CHANGE

The ways in which care, support and treatment are delivered across West Lothian need to change and there is a need for markets to adapt to the challenging environment within which health and social care services will operate. There are local pressures which are also influencing the need for change.

### Care and Support at Home

Future models of care and support for people who are supported at home need careful consideration. There are challenges in the way the system currently operates which mean that for some people, care cannot be delivered at the right time and in the right place. Unmet need can have a detrimental impact on the well-being of individuals, can lead to deterioration in their health and may result in greater dependence on the care system. Furthermore, where it's not possible to meet need appropriately in the community, there is impact on the whole system resulting in delays and admissions to hospital which may have been avoidable.

There is a need for commissioners to be clear about commissioning intentions around care and support at home in the future. Stability needs to be afforded to the market place to ensure delivery of high quality, sustainable services which support whole system delivery. Administrative systems need to be as efficient as possible to reduce delays and providers need to look at business models which generate flexibility and effectiveness.

### Delays in Hospital

The flow of patients within the hospital system is currently adversely impacted by a lack of care home placements and lack of availability of social care packages in the community. This remains a risk for the future. Work needs to be done to develop existing programmes of change to improve capacity and redesign services to deliver improvement in the pathways between the acute hospitals and the community.

### Housing and Accommodation

Collaboration with housing colleagues will be a key feature of future commissioning to ensure that housing and accommodation models are fit for the future and reflect shifts in the balance of care from hospital to community settings. Generally, there will be a move away from residential care models to housing models where possible, recognising, however, that for some people with the highest level of need, residential care may be the most appropriate choice. A significant number of West Lothian residents are placed out with the local authority area because there is a lack of suitable accommodation locally. There is intention to reduce reliance on out of area placements especially for people with mental health problems, learning disability and physical

disability by developing new accommodation and support models which focus on quality and value for money within the local authority area.

### **Reablement Approaches and Maximising Independence**

There needs to be greater emphasis on supporting people in a way that maximises independence through strengths based and enabling approaches to health and social care. The future focus will be on short term, intensive interventions in the community which enable people to relearn skills and keep themselves safe and independent at home. People will be encouraged and supported to do things for themselves where possible rather than having things done for them.

### **Day Services**

Being able to lead a meaningful life with meaningful things to do is an important factor in maximising independence and reducing social isolation. A review of adult and older people day services is underway and will focus on remodeling existing provision with a view to delivering value for money and ensuring that there are opportunities for people to connect with their local communities through a choice of supports.

### **Choice, Control and Self-directed Support**

There is an need to ensure that a wide variety of options are available to allow people to have choice and control over how they live well and how they receive care and support when required. Self-directed support provides opportunities to offer supports which reflect the needs of people who use services. Recognition that increasingly the individual will be the commissioner of future services rather than the NHS or the local authority is required and means that everyone involved needs to think differently about how future services will be offered and accessed.

### **Unpaid Carers**

Unpaid carers have a crucial and increasing role to play in caring for unwell or disabled relatives and friends. Caring responsibilities, however, can lead to significantly poorer health and quality of life outcomes and impact the physical and mental health of carers as well as their education and employment potential. Consideration needs to be given to how carers can be supported appropriately to remain in their caring role.

### **Develop Community Supports and Capacity**

Many community resources and activities already exist across West Lothian but there is a need to do more to ensure that people have as much information as possible about the things on offer and how to access them. People find many benefits from accessing informal community supports which can also reduce reliance on formal services.



## 5. SOME KEY MARKET MESSAGES

Health and social care providers have a critical role to play in responding to the challenges in the social care market and may need to think about reshaping to be able to respond in evolving markets. Some key messages to consider:

### **Collaborative Working**

- Effective partnerships
- Sharing resources
- Pooling resources around service user interests
- Trust and transparency
- Improved outcomes via collaboration

### **Personalisation**

- Maximising independence
- Enabling choice & control
- Outcomes based
- Innovative
- Early intervention/prevention
- Reducing hospital admissions & delays

### **Community Capacity Building**

- Working with community partners and building links
- Enhancing community capacity and opportunities
- Carer networks
- Self-management

### **High Quality**

- Quality assurance
- Evidence based
- Reabling rather than doing
- Ability to demonstrate impact
- Safe, sustainable & consistent
- Right time and right place
- Skilled & adaptable workforce

### **Information & Advice**

- Informal supports
- Early intervention/prevention
- Supporting carers
- Enabling choice and control
- Signposting

### **Technology**

- Share good practice
- Embed technology into mainstream supports
- Innovation
- Investment

## 6. JOINT STRATEGIC COMMISSIONING

The IJB's Strategic Plan identifies a set of principles for commissioning health and social care services in West Lothian focusing on: early intervention, prevention, personalisation, outcomes, quality, partnership working and stakeholder involvement.

The IJB has committed to developing strategic commissioning plans for all adult care groups which incorporate capacity building in communities and more effective prevention and anticipatory interventions to optimise well-being and reduce unnecessary demands on formal health and social care systems. Commissioning plans cover the following areas:

- ❖ Older People
- ❖ Mental Health
- ❖ Learning Disability
- ❖ Physical Disability
- ❖ Alcohol and Drug Partnership
- ❖ Primary Care
- ❖ Palliative Care
- ❖ Unplanned Hospital Care

Joint strategic commissioning plans will outline plans for the future at a local level. An important aspect of planning is the linkage of desired outcomes to the investment or disinvestment in services, both internal and external, to secure those outcomes. Engagement with the market is critical to securing the innovation needed to challenge existing systems and commission for the future.

Transformational change programmes are already underway which focus on shifting the balance of care from hospital to community settings and will influence how care and support are commissioned in the future. Those programmes are as follows:

- ❖ Frailty Programme
- ❖ Mental Health Redesign Programme
- ❖ Physical Disability Redesign programme
- ❖ Learning Disability Modernisation and Redesign Programme
- ❖ Primary Care
- ❖ Palliative Care

The transformational change programmes and the development of future commissioning plans will provide opportunity to engage with the marketplace to design innovative, person centered and cost effective provision for people across the community to reflect the IJB's vision.

## 7. ENGAGEMENT APPROACHES

There is a long history in West Lothian of effective partnership working and engagement with stakeholders and providers. The development of existing and new relationships will be a key part of working together to deliver innovation and change for people living in West Lothian. To facilitate market development, the intention is to work closely with stakeholders and engage and consult through a variety of mechanisms including those outlined below.

MECHANISMS FOR MARKET FACILITATION AND ENGAGEMENT	
<b>Forums</b>	<p>Forums currently take place regularly to share information and to consult service users, their families and carers, providers and other stakeholders on key developments and commissioning intentions. The forums provide opportunity to build relationships and involve the local market in future developments. Consideration will be given to whether expansion of those arrangements is needed and how providers not currently operating in West Lothian but who may have an interest in developing into the local market can be included. Current Forums include:</p> <ul style="list-style-type: none"> <li>• Care at Home Forum (quarterly)</li> <li>• Specialist Care at Home Forum (bi-annually)</li> <li>• Care Home Providers Forum (quarterly)</li> <li>• Learning Disability Forum (quarterly)</li> <li>• Senior People's Forum (quarterly)</li> </ul>
<b>Provider Events</b>	<p>It is recognised that there is a need to share commissioning intentions and procurement plans in a more systematic way with the market. Consideration will be given to the best way of doing this which may be via a large scale event for the market as a whole or via smaller provider events for more specific care groups or developments.</p>
<b>Direct Engagement</b>	<p>There are opportunities throughout the commissioning cycle for providers to engage directly with commissioners to review plans, discuss innovation and stimulate discussion. Commissioners also need to engage directly with providers to understand the barriers to delivering integrated care pathways and where there are vulnerabilities.</p>
<b>Commissioning Plan Development</b>	<p>Working groups were established to develop previous commissioning plans with representation from all stakeholders including: WLHSCP representatives, commissioners, services users, carers and providers. The intention is for similar arrangements to be adopted in the development of future plans.</p>
<b>Locality Planning</b>	<p>Two localities (East and West) have been identified across which health and social care services will be planned and delivered. Through locality planning, opportunities for consultation and engagement will be offered.</p>

<b>MECHANISMS FOR MARKET FACILITATION AND ENGAGEMENT (Continued)</b>	
<b>Sharing Data and Analysis</b>	Previous commissioning plans were based on independent strategic needs assessments which provided a comprehensive overview of existing arrangement and identified where developments were required. There was extensive stakeholder engagement in the completion of those needs assessments which were used to develop commissioning plans. The WLHCP will continue to update data and analysis and share findings in the course of its work.
<b>Research</b>	There will be opportunities to share research across stakeholders and use evidence to inform future models of care. Arrangements currently exist for sharing research information with partner providers and stakeholders through distribution lists and direct engagement.
<b>West Lothian Community Planning Partnership</b>	Involving local people in decisions that affect their lives is a key responsibility of the Community Planning Partnership. The Partnership has developed a Community Engagement Plan to support the Local Outcomes Improvement Plan.
<b>Engagement with Carers</b>	The critical role of unpaid carers in the development of future services is acknowledged and will be encouraged. Carer representatives are routinely involved in policy development and strategic planning.
<b>Culture of Openness and Trust</b>	Openness, transparency and mutual respect are the cornerstone of partnership working. It is recognised that partner providers play an essential part in the achievement of positive outcomes for people and involvement at an early stage of discussions about development will be encouraged and facilitated.
<b>Workforce Planning</b>	There is a need to work with partners to support appropriate staffing models and encourage forward planning and to achieve delivery of services by an appropriately skilled workforce. Engagement will be through activity associated with the Integration Joint Board's Workforce Development Plan 2018 to 2023.
<b>Engage with Other Service Areas</b>	The important role of working in partnership with stakeholders across all sectors cannot be understated. Engagement with colleagues from the housing sector and other services will be developed further to inform future plans.

## 8. CONTRACTING

The main areas of contract activity anticipated during the life of the Market Facilitation Plan are outlined. Fuller information on transformational change programmes, strategic commissioning priorities and investment activity are detailed in individual commissioning plans.

<b>CARE AT HOME,</b> (Based on current budget provision for Option 3 – £8,940,000)	
<b>CONTRACT DESCRIPTION</b>	The current contract covers the provision of care at home services, including personal care. The contract is divided into 9 geographic lots based on council wards with a single provider allocated to each lot. There is an additional lot 10 which has 2 more providers which deliver care across West Lothian where the main provider is unable to accept a care package. Problems with supply in the care at home market have led to additional providers delivering care at home services when the main contract options have been exhausted. Challenges in supply remain, however.
<b>CONTRACT PERIOD</b>	Extended to September 2019. A new contract is expected to be in place by 31 July 2019 to allow for a mobilisation phase.
<b>CONTRACT DEVELOPMENT</b>	Consultation and engagement have already taken place with home care providers to help inform the design of the new contract. This engagement will continue during 2019. The new contract needs to take account of rising unmet need and budget reduction measures associated with West Lothian Council's transformational change programme (Transforming Your Council) in relation to revised eligibility and contributions policies, review of short visits and increased use of technology to support care at home.
<b>CONTRACT MANAGEMENT</b>	Work is currently allocated via the Council's Service Matching Unit following social work assessment and review.

<b>SPECIALIST CARE AND SUPPORT SERVICES FOR ADULTS WITH DISABILITY</b> (Based on current budget provision - £6,600,000)	
<b>CONTRACT DESCRIPTION</b>	Delivery is via a framework with 27 providers delivering more specialist types of community based care and support to enable people with a disability to live independently. There are 3 lots: Lot 1 – specialist autism services, Lot 2 – care and support and Lot 3 – care at home. The contract is designed to deliver holistic, outcomes focused services to people living in their own homes within the community.
<b>CONTRACT PERIOD</b>	The framework commenced in January 2016 and has been extended to December 2019. New contracting arrangements will need to be in place by 1 <sup>st</sup> January 2020. Scotland Excel is working on the development of a national framework for supported living which will help to inform future decisions about commissioning in this area.
<b>CONTRACT DEVELOPMENT</b>	Scotland Excel is engaging with care providers around the development of a national contract for supported living. Engagement with the local market will be necessary during 2019 to determine the future approach in West Lothian.
<b>CONTRACT MANAGEMENT</b>	Contract management is carried out through annual monitoring by the Contracts and Commissioning Team. Individual care packages are reviewed by assessment and care management social work teams.

<b>ACCOMMODATION BASED SUPPORTED LIVING SERVICES</b> (Based on current budget provision – £2,703,420)	
<b>CONTRACT DESCRIPTION</b>	A range of contracts exist for the provision of 24 hour support to people in supported accommodation. There is a mixture of block contracts and spot purchase arrangements with a range of providers.
<b>CONTRACT PERIOD</b>	Varies from contract to contract.
<b>CONTRACT DEVELOPMENT</b>	Capital funding has been secured to develop a housing resource for 16 people with complex care needs associated with learning disability. Care and support services for this service will be commissioned during 2020 following engagement with the market. In addition, a review of housing models is required generally to determine future need, especially for adults with learning disability, physical disability and mental health problems. There is a need for future models to maximise the use of technology, and for funding models to take account of budget measures.
<b>CONTRACT MANAGEMENT</b>	Placements are made by social work assessment and care management teams and contracts are monitored by the Contracts and Commissioning Team

<b>OLDER ADULTS RESIDENTIAL CARE</b> (Based on current budget provision – £15,870,000)	
<b>CONTRACT DESCRIPTION</b>	Placements within care homes in West Lothian are done under the National Care Home Contract. Placements are made in accordance with individual needs based on social work assessment. The terms and conditions of the contract are set nationally and apply to all West Lothian placements.
<b>CONTRACT PERIOD</b>	There is negotiation nationally on an annual basis regarding the terms of the contract, with national agreement on fee increases.
<b>CONTRACT DEVELOPMENT</b>	There is ongoing development of the contract with Scotland Excel working with COSLA to identify and agree future developments. Consideration is being given to more specialised services which could be commissioned locally under the NCHC. In West Lothian there is little spare capacity in terms of care home beds which puts pressure at times on the entire system. Consideration needs to be given to future models of care and the capacity required to ensure there is flow across the entire health and care system.
<b>CONTRACT MANAGEMENT</b>	The Contracts and Commissioning Team has oversight of the National Care Home Contract and monitor performance. Scotland Excel provides support at a strategic level. Individual placements are reviewed by social work teams responsible for assessment and care management.

<b>ADULTS RESIDENTIAL CARE</b> (Based on current budget provision - £8,713,000)	
<b>CONTRACT DESCRIPTION</b>	Residential places for adults with learning disability, physical disability and mental health problems are secured in the main on a spot purchase basis although there are some long standing block contracts in place.
<b>CONTRACT PERIOD</b>	Vary from contract to contract
<b>Scotland Excel's framework for</b>	There is a commitment to moving towards locally based housing models of care in West Lothian for all adults for whom it is appropriate. There is recognition, however, that for some people residential care will be the preferred option and a review of how those services are commissioned is required, especially out of area placements. Work is underway to review care provision and existing rates to provide a more streamlined and consistent approach to contracting and pricing. Scotland Excel's framework for learning disability residential care serviced provides an opportunity to commission care under Scotland Excel terms and conditions where appropriate. Gaps in local provision are known to exist for adults with physical disabilities and learning disabilities and will be the subject of future engagement.
<b>CONTRACT MANAGEMENT</b>	Block contracts are monitored on an annual basis by the Contract & Commissioning Team. Spot purchase contracts are monitored and reviewed by social work care management teams.



<b>DAY SERVICES FOR OLDER PEOPLE</b> (Based on current budget provision – £770,000)	
<b>CONTRACT DESCRIPTION</b>	<p>There are contracts in place to provide 5 day care centre for older people.</p> <p>The service takes a person-centered approach to care and support. Older people have access to opportunities for learning and socialisation. The service aims to enable people to be independent and active for as long as possible whilst engaged in meaningful activities within their local communities.</p>
<b>CONTRACT PERIOD</b>	February 2016 to March 2019. A one year extension has been granted to end of March 2020.
<b>CONTRACT DEVELOPMENT</b>	A review of day care services for older people is underway to consider future models of support.
<b>CONTRACT MANAGEMENT</b>	Placements are made by social work assessment and care management teams with the support of an Older People Day Care Allocations Group. Contracts are monitored by the Contracts and Commissioning Team

<b>DAY SERVICES FOR ADULTS WITH A DISABILITY</b> (Based on current budget provision – £512,000)	
<b>CONTRACT DESCRIPTION</b>	<p>The majority of day services for adults with a disability are provided by internal council services. There are also arrangements in place for purchasing day services for individual people from externally commissioned sources. Those services are commissioned mainly on a spot purchase basis but there are some long standing block arrangements in place.</p>
<b>CONTRACT PERIOD</b>	Block funding arrangements are subject to annual review. Individually purchased services do not have an end date.
<b>CONTRACT DEVELOPMENT</b>	West Lothian Council's transformation change programme proposed budget reduction measures in relation to adult day services. The measures include a commitment to rationalising day services for adults while retaining 3 existing council owned day centres. The programme will determine the approach to commissioning day services in the future.
<b>CONTRACT MANAGEMENT</b>	Contracts monitored by the Contracts and Commissioning Team

## 9. CONCLUSION

This document provides an overview of how engagement will take place with the health and social care market place in West Lothian to deliver future services.

This is a time of unprecedented change and whilst there are very firm foundations upon which future practice can be built, it is clear that commissioners and providers will need to work closely and differently to bring about the significant change that is required.

Key to achieving positive outcomes for the people of West Lothian is a commitment from all to working in partnership to achieve more integrated and seamless care solutions which focus on early intervention and enable people to live well at home for as long as possible.