

Market Position Statement for Adult Learning Disability Services 2012



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What is a Market Position Statement?

A Market Position Statement is a tool with information, mainly for providers of care services, which will help them to:

- Make decisions about if and how to invest and deliver services in Bury.
- React to opportunities that arise as a result of the introduction of personal budgets for people receiving social care support.

We want to work with our partners, our customers, their carers, and providers to plan, commission and provide services in Bury.

We want to make sure that people have more choice and control over the services they use, have high quality care and good outcomes.

Who is this document for?

This document is aimed at existing and potential providers of adult social care and learning disability support services. It represents the start of a dialogue, between the Council, people who use services, carers, providers and others about the vision for the future of local social care markets. We are committed to stimulating a diverse, active market where innovation and energy is encouraged and rewarded and where poor practice is actively discouraged.

Providers of adult social care learning disability services can learn about the Council's intentions as a purchaser of services, and its vision for how services might respond to the personalisation of adult social care and support.

Voluntary and community organisations can learn about future opportunities and what would enable you to build on your knowledge of local needs to develop new activities and services.

People interested in local business development and social enterprise can read about new opportunities in the market and tell us what would help you to come into social care markets and offer innovative services.

Social care providers and organisations not currently active in Bury could find opportunities to use your strengths and skills to benefit local people and develop your business.

Those providers that already deliver services in Bury can use this Market Position Statement to help plan and shape future services.

What is happening nationally?

Key messages

Adult social care is radically changing. Nationally there are a number of important messages to consider about how services are being transformed and how funding for them is likely to change:

- Learning disability services are being transformed. People with learning disabilities are being given more control and choice over the support they need.
- We know that how funding is provided for learning disability services is likely to change; following the independent review by the Commission on Funding of Care and Support¹, chaired by Andrew Dilnot; and the Caring for Our Future consultation² by the Department of Health. They have both considered potential changes to the funding system, which will inform a Government White Paper expected in 2012.
- People with learning disabilities now have the opportunity to have a personal budget. They can use this to design their own personalised package of care and support that meets their individual needs. They will be able to choose services from a range of providers. This could include a mix of traditional and mainstream services.
- The government is committed to ensuring that personal budgets are available to everyone that receives ongoing funded social care by 2013.
- More people, usually those with low or moderate needs, will also be funding their own care needs in the future.
- The aim is to give people with learning disabilities the same opportunities and responsibilities, aspirations and life chances as other people. This is about making sure people with learning disabilities are involved in, and are in control of, decisions made about their lives; with greater access to housing, health, education, employment, leisure and transport opportunities and to participation in family and community life.
- There is a key shift from caring to enabling and developing independence.
- The national market around autism is under developed. In Bury we are producing a strategy to investigate how we can address this locally.

[1] Fairer Care Funding, Commission of Funding and Social Care Support, (July 2011)

[2] The Department of Health's Caring for Our Future consultation is bringing together the recommendations from the Law Commission and the Commission on the Funding of Care and Support with the Government's vision for Adult Social Care, to use these recommendations as a basis for a discussion with stakeholders about what the priorities for reform should be.

What could this mean for providers of care services?

These changes mean that there are opportunities for organisations to provide services for people with personal budgets and for individuals funding their own care needs, both in learning disability services and in other areas of adult social care. The following are likely to be general areas of opportunity for providers locally and nationally:

- **Community activities** – you may want to consider providing recreational, social and leisure opportunities in the local community. You may also wish to consider supporting people with learning disabilities to attend existing clubs or activities in their local area.
- **Day services** – some people with learning disabilities may wish to use alternatives to traditional day services. You may wish to consider setting up new clubs or activities. People may wish to pool their budgets to do this.
- **Respite** – some people with learning disabilities or their carers may wish to take breaks away, stay in a hotel, stay with another family, or have assistants to stay in their home rather than go to traditional residential respite placements.
- **Personal support** – some people with learning disabilities may wish to have personal support to enable them to gain more independence, rather than receiving traditional care on a day to day basis.
- **Employment, education, voluntary work and training** – you may want to consider providing support and opportunities for people with learning disabilities to engage in employment, education, volunteering and training.
- **Advocacy, support planning and brokerage** – some people with personal budgets may need support to make decisions and choices regarding their package of care. You may wish to offer services to help people set up and maintain their support plan or provide different types of advocacy support.
- **Managing a budget** – you may wish to consider setting up a service to support people with learning disabilities and their carers to manage their personal budget.
- **Back office services** – people that choose to have a personal budget may wish to employ a personal assistant to help them manage their support package and finances. This means they may need support recruiting, employing and training people as personal assistants, or help with job descriptions, payroll and criminal record bureau checks.

What happens in Bury?

Bury Council currently funds care for people that met the Fair Access to Care (FACS) criteria of critical and substantial needs. Those with low or moderate needs fund their own care and support. However, the Council will assess and signpost all people, regardless of the level of support they need, to organisations and services that might be able to help them.

If people with learning disabilities are assessed by Adult Care Services as having critical or substantial needs, they may be able to hold their own personal budget, if this is appropriate for them. Those people with personal budgets will be able to choose which services they want to spend their money on and which organisations they want to provide them. We expect more companies to offer new and innovative care services in Bury in the future because of this.

Transition from Children's Services to Adult Care Services

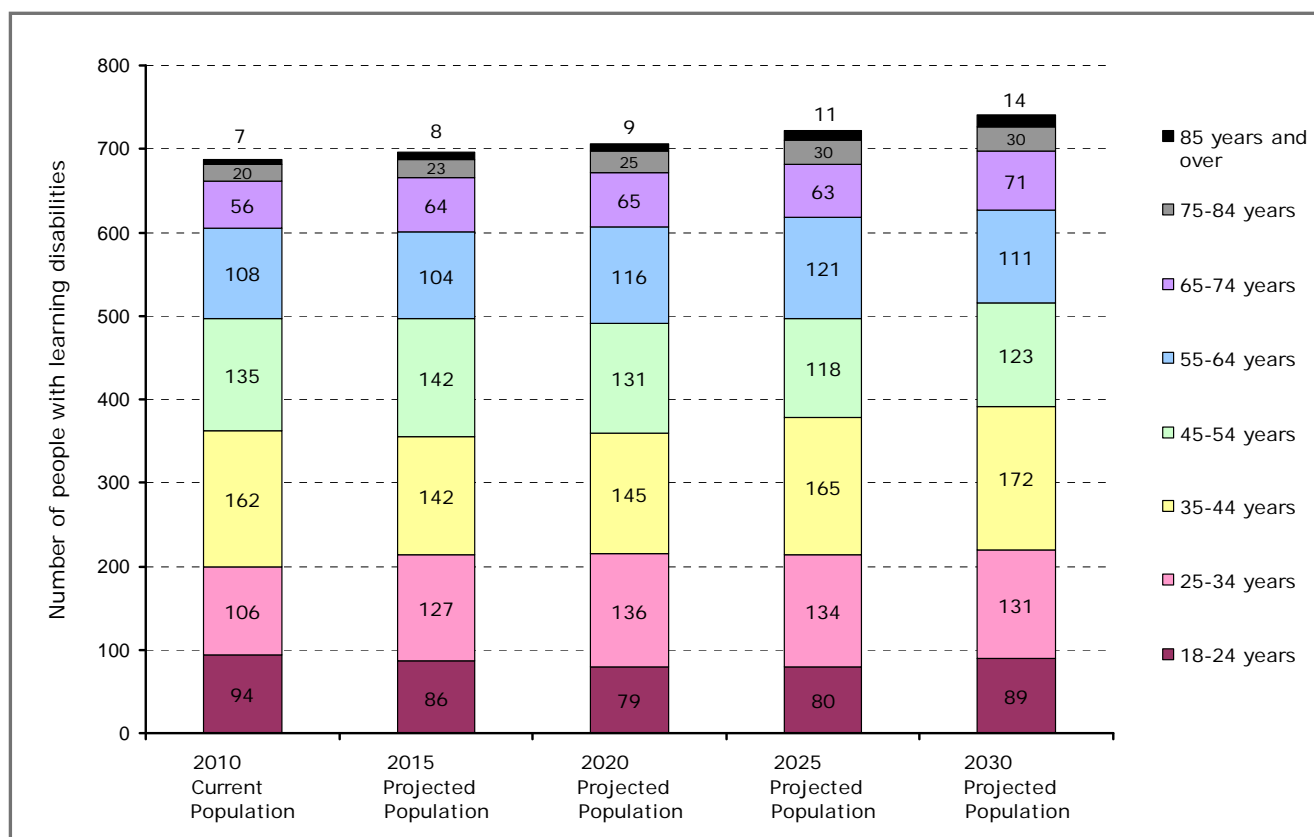
The Council's Children's Services Department support young people with learning disabilities up to the age of 18 years. Children's Services will forward the names of people likely to require an adult care service to a transitions database when they reach 14 years old to allow planning to take place. From the age of 17, an adult care transitions worker will become more involved in the transition process with the children's social worker to adulthood to support access to services for those over 18 years old. A clear pathway has been developed and agreed by the children's and adults social care teams which will provide support and advice through this important period.

Adult Care Services is currently aware of 83 young people with learning disabilities, aged 14 to 20 years, that may potentially require a service (from Adult Care Services) over that 6 year period.

How many people have learning disabilities in Bury?

The Council has information about the number of people in Bury with severe and moderate learning disabilities. Figure 1 (below) shows we are expecting an increase in the number of people with learning disabilities over the next 20 years. This will mainly be due to the 37.4% projected rise in the number of people over 65 years old with learning disabilities, as a result of medical interventions and health improvements which mean that people are living longer.

Figure 1: The projected population of Bury (aged 18 and over) with severe and moderate learning disabilities³



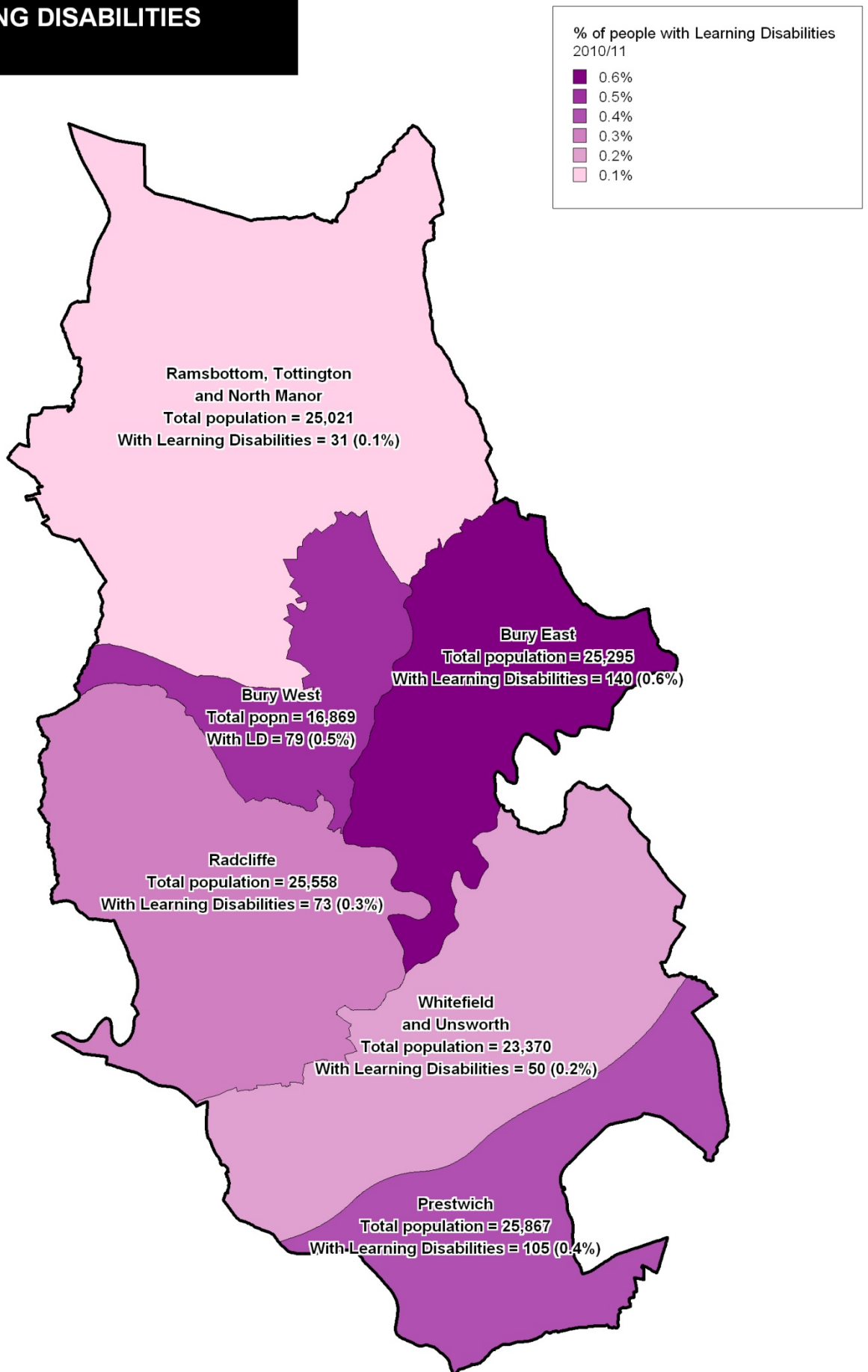
Source: Projecting Adult Needs and Service Information (PANSI)

Bury has 6 townships. The map overleaf (figure 2) shows that the township with the highest number of adults with learning disabilities is Bury East. Bury East also has the highest proportion of the population with learning disabilities

[3] The learning disability population figures from PANSI may vary from Bury Council's figures. Bury Council's figures are based on activity recorded on RAISE (the authority's health and social care electronic record system) which records only customers with severe and critical need. The figures used by PANSI are projections based on population estimates, which again may not accurately reflect the population of adults with a learning disability. PANSI may also use different categories than the Council.

Figure 2: The proportion of the adult population with learning disabilities in Bury

LEARNING DISABILITIES 2010/11



What do our customers tell us they want?

Bury People First, a self advocacy group for people with a learning disabilities in Bury, held a series of 4 workshops with adults with learning disabilities in 2011. Over 80 people attended and provided information about their aspirations in life. The results showed that:

- Approximately half of the people involved in the workshops made comments about wanting to do more social activities and develop friendships, such as visiting family, going to watch football matches and join clubs.
- Approximately a quarter of people said they wanted to do more sports or physical activities, such as swimming, dancing and horse riding.
- Approximately a fifth of people said they would like to work.
- A small number said they would like to live independently.
- A small number also said they would like to travel independently.

In November 2011 Bury Council held focus groups with 14 young people with learning disabilities, aged 16 to 22, from the Youth Club and the Art Group at Bury College to find out about their aspirations for the future.

- Nearly all of the young people (92%) said they would like to work and that work was important to them. Most wanted jobs that involved working with people, such as in restaurants or cafes, in nurseries, and in shops.
- Nearly half of the young people said that they wanted to live independently, either on their own or with other people.
- Both groups of young people said it was difficult to meet new people and find information about social activities. Most did activities with their families and attended clubs aimed at people with learning disabilities. Small numbers of people enjoyed other activities such as, ten-pin bowling, going for meals and going to watch football matches.
- The young people enjoyed doing a wide range of activities to stay healthy, including going to the gym, gardening, swimming and walking. A small number also mentioned that they tried to eat healthy food.
- The groups discussed how they would use a personal budget, if they had one, in the future. All the young people said they would use the money to do activities that involved meeting people or taking part in sports. The most popular comments related to going to clubs, meeting people, playing golf and joining a sports club.

Bury Council is committed to working with partner organisations, employers, service providers, service users and carers to co-produce our strategies and policies. By working together and carrying out regular consultation and engagement, we endeavour to understand and respond to our customers' needs.

Potential opportunities for providers in Bury

We have identified a range of potential opportunities where providers may wish to deliver services in Bury based on local customer feedback and commissioning information.

- **Employment, training and volunteering opportunities.** 7.3% of people with learning disabilities are in employment in Bury⁴. Young people and adults with learning disabilities have told us that getting a job is very important to them. People with learning disabilities would like more providers to support them into employment (paid and voluntary), work placements, education and training. There are opportunities to establish social enterprises, co-operatives, and skills exchanges.
- **Social and leisure activities.** There are limited social opportunities for people with learning disabilities. They would like providers to deliver a wider range of activities in Bury, particularly for sports, theatre groups and nightlife, and have the right support to access them.
- **Building friendships and relationships.** People with learning disabilities would like to have the same opportunity to make friends, socialise, and have relationships as other people. There are opportunities for providers to develop befriending and other friendship schemes in Bury which will enable individuals to have company rather than paid support.
- **Housing.** A 2011 Mencap⁵ national survey showed that most people with a learning disability want to live independently – either by themselves (43%) or sharing a home with friends (30%). Although there will always be a need for residential care, many people with learning disabilities would like to be able to live in their own homes, with greater independence, and have the opportunity to better integrate with their local community. Providers may wish to consider delivering services which meet these needs in Bury. Supported housing for wheelchair users and people with complex needs is currently limited.

[4] National Indicator (NI) 146 – The number of adults (aged 18-69) with learning disabilities in employment (national return)

[5] Housing and Learning Disability – The Facts; Mencap (2011)

- **Respite.** Providers may wish to consider delivering a variety of respite services in Bury. There are opportunities to develop services for challenging behaviour. There is also scope to deliver innovative alternatives to traditional support, such as holidays.
- **Support Planning and Brokerage.** Personal budgets have moved the focus of planning and organising support away from social care professionals over to individuals and families. Some people may need support to make their own decisions and choices. People may require help with setting up and developing a support plan, implementing a support plan, and the on-going maintenance of a support plan.
- **Advocacy.** Bury Council is currently developing an Advocacy Strategy which will outline how advocacy services will be made available to people who need them. Bury Council currently has a contract with Advocacy Experience (running from 1 April 2011 until 31 March 2013) to support vulnerable adults with issues relating to complaints, safeguarding and self-directed support. Providers may wish to consider how they could develop advocacy services in Bury in the future.
- **Personal Assistants.** There is currently a limited number of Personal Assistants with specialist knowledge. Bury Council is currently trying to increase this through a service called Bury GEMs (for more information about Bury GEMs please call 0161 253 7676).
- **Specialist support.** There are a variety of opportunities for providers to deliver specialist services. In Bury there are currently limited religious and cultural services for individuals with learning disabilities. There are also limited services for people with aspergers syndrome and those on the autistic spectrum.

We regard this Market Position Statement as a work in progress. We will endeavour to bring together further intelligence and information to update this document and ensure that providers have a good evidence base to take decisions about how to invest in delivering and developing services in Bury.

During 2012 Bury Council will be developing a new Joint Commissioning Strategy for Learning Disability Services. This will provide further information about customer needs and demand locally and potential opportunities in the market for providers to deliver innovative services.

There are 475 people with learning disabilities that receive funding from Bury Council⁶. This does not reflect the total number of people with learning disabilities in the borough. Some people with lower level needs will not receive financial support from Adult Care Services and they are likely to pay for their own care, using a range of providers. We do not have records for these individuals. As a result, the figures in this market position statement only refer to the services that people funded by the Council receive.

86% of people with learning disabilities in Bury live in settled accommodation (416 people)⁷. Of these,

- 167 people (40.1%) live with family or friends; and
- 243 people (58.4%) live in a type of accommodation where they own or part-own a property or have a type of secure tenancy.

14% of people with learning disabilities in Bury live in non-settled accommodation (69 people)⁸. This means an individual does not have security of tenure. Of the 69 people in non-settled accommodation,

- 48 individuals (69.6%) are living in registered care homes or nursing homes; and
- 15 people (21.7%) are staying with family or friends as a short term guest.

The table below shows the types of services that Bury Council's customers with learning disabilities have received over the last three years. Some customers will use a combination of services (and therefore the total number of customers will not equal the component types of community, residential and nursing services).

Table 1: Types of services received by our customers (all ages)

	Total number of customers (all ages)	The type of services received by our customers		
		Community Services	Residential Services	Nursing Services
2008 - 09	460	372	82	6
2009 - 10	463	372	81	10
2010 - 11	437	373	70	7

Source: Referrals and Assessment Process service trends

[6] Figure from Bury Council's health and social care electronic record system (RAISE); March 2011.

[7] National Indicator (NI) 145 – The number of adults (18+) with learning disabilities in settled accommodation (national return)

[8] National Indicator (NI) 145 – The number of adults (18+) with learning disabilities in settled accommodation

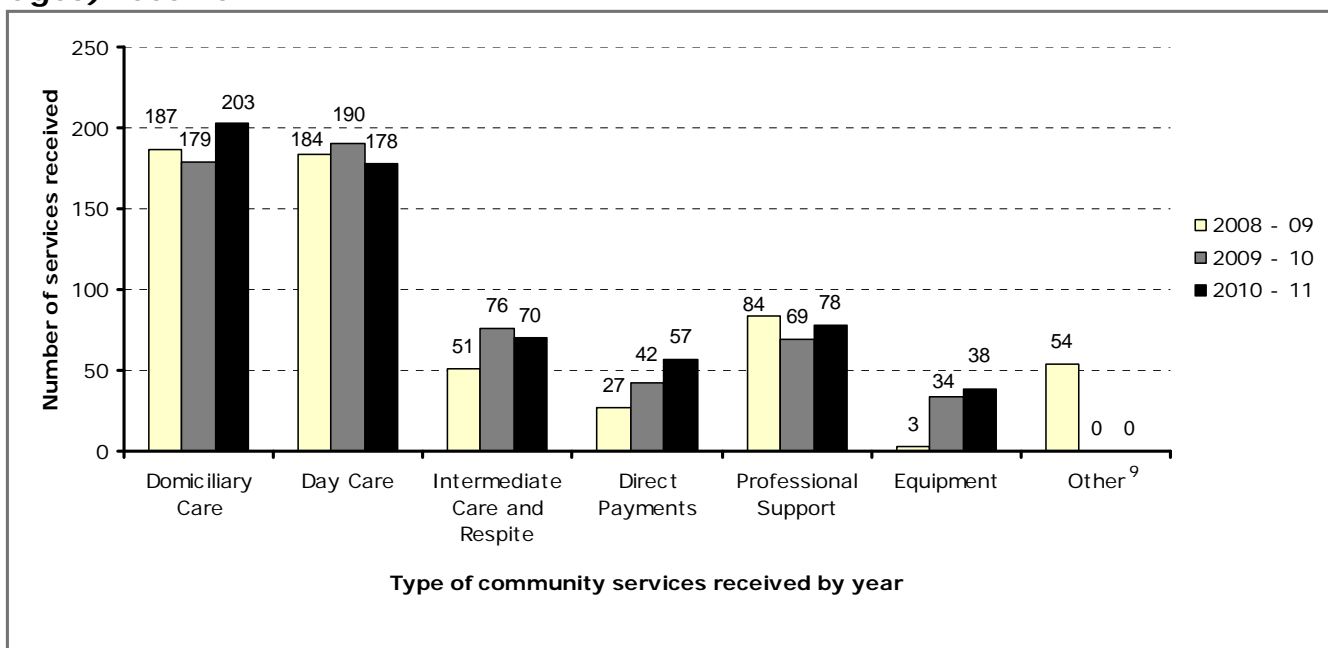
The majority of our learning disability customers receive community services. This includes a wide range of support which helps people to live independently, such as domiciliary care or day services. A significant proportion receive residential services, but this number is declining year-on-year, as more people chose to live independently in various types of supported accommodation.

Bury Council currently commissions 16 organisations to provide services within the borough. Of these, 12 providers deliver supported living services and 4 deliver residential care services.

Community services include a broad range of types of support that help people to live independently. Some customers will use a combination of services (and therefore the total number of customers will not equal the component types of community services that they receive).

Figure 3 (below) shows that domiciliary care (this does not include supported living) and day care are the most frequently used types of community service for all our learning disability customers, regardless of their age. Over the last three years we have seen more people using domiciliary care and intermediate and respite care.

Figure 3: A breakdown of the types of community service that customers (all ages) receive



Source: Referrals and Assessment Process service trends

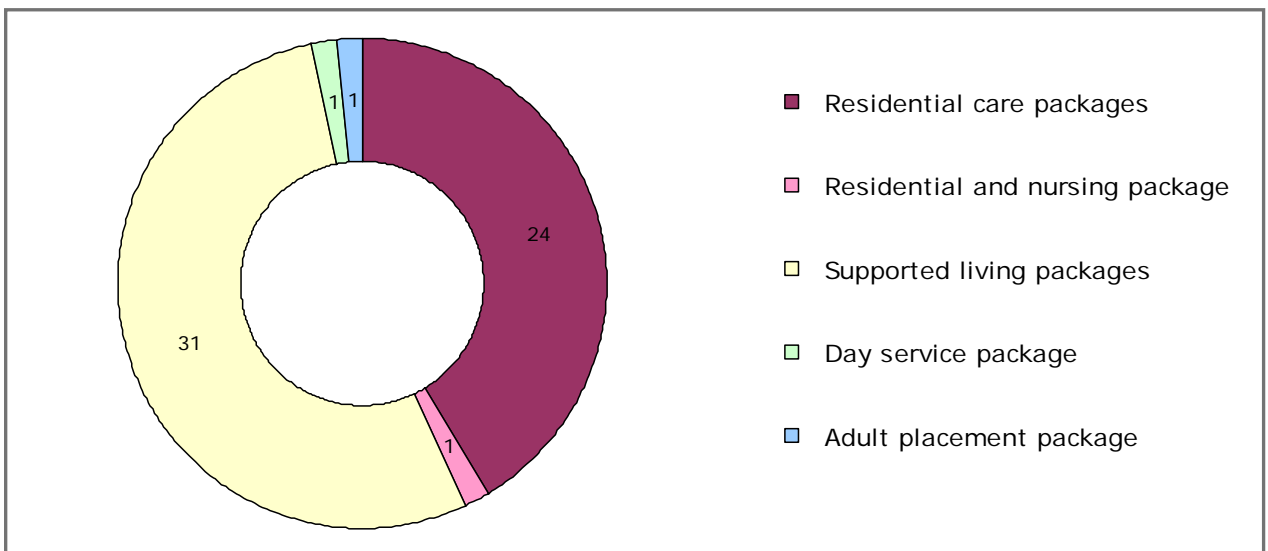
[9] "Other" refers to a range of services that cannot be included in the categories featured in figure 3. This includes services like telecare and warden support. Bury Council stopped classifying these kinds of services as "other" in 2009, and now refers to them as universal services. As a result, some of the information in figure 3 does not have a statistic and is illustrated as zero.

Out-of-borough placements

In many cases it is better for people with learning disabilities to be placed with providers that deliver services in Bury, so they can maintain established relationships with their friends, family and community. However, sometimes the Council has to commission services from providers that are based outside of the borough because individuals need specialist services, or because they need a placement in an emergency, and these needs cannot be met in Bury.

Bury Council currently commissions 30 organisations to provide services outside the borough to 58 customers. A breakdown of the types of services we commission out of borough are detailed in figure 4 (below).

Figure 4: Number of out of borough packages commissioned for customers



Bury Council currently spend £3.9million on customers who are placed out of borough and feel that there are scope for efficiencies to be made and opportunities for providers to develop services within Bury to meet our out of borough customers needs.

Bury Adult Care Services is committed to reducing the number of customers it supports out of borough. To support this objective an Out of Borough placements team consisting of Contracts, Quality and Assessment and Care Management staff is being developed to ensure that services are of good quality, meet the needs of our customers and provide value for money.

The team will also consider the future needs and wishes of our customers placed out of borough to establish whether it is appropriate to develop services within Bury that they could return to should they choose.

Personal Budgets

The government is committed to making personal budgets available to everyone that receives ongoing funded social care by 2013.

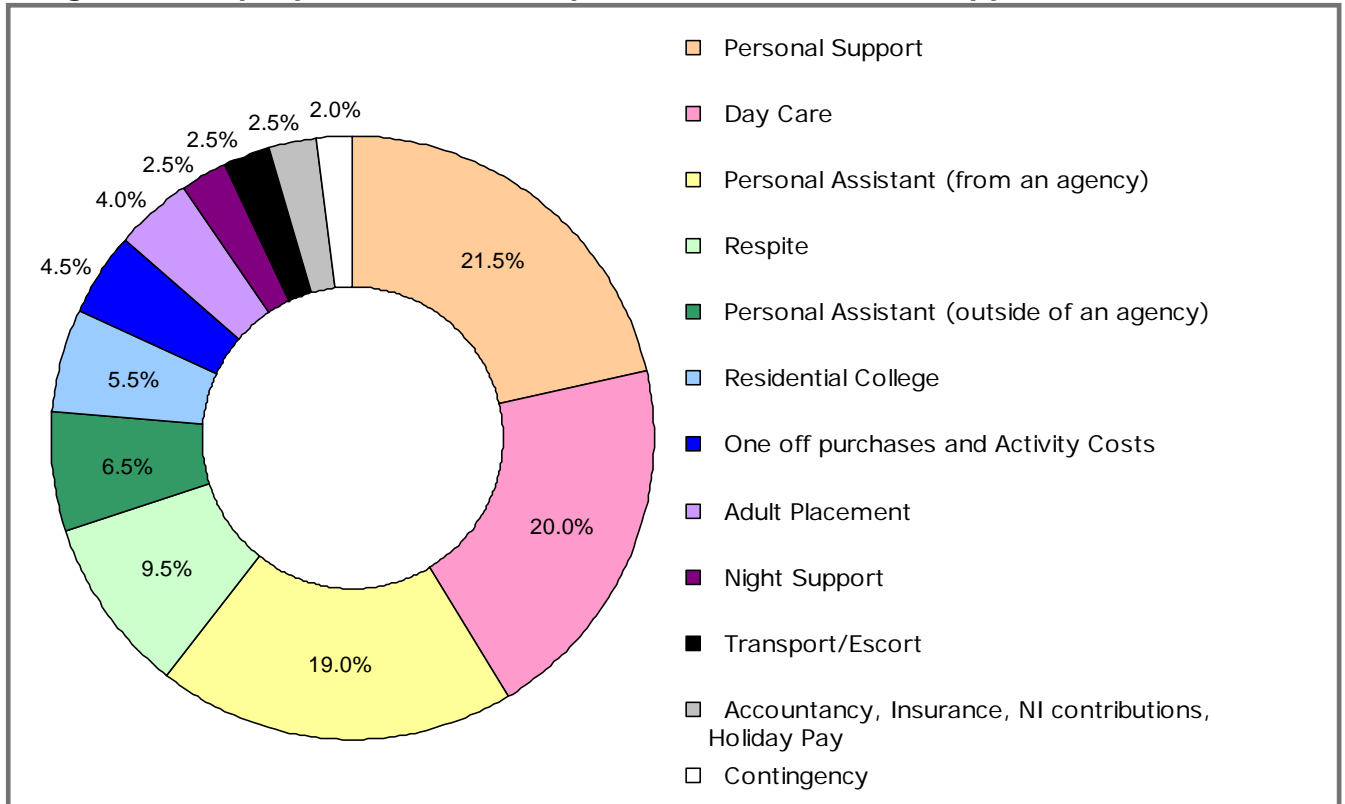
People will be able to use the funds to design their own package of support which is tailored to meet their individual needs. This will give people more control over their care, as they will be able to choose the services they want to receive and select the provider that they want to deliver them.

The number of people with learning disabilities that have personal budgets in Bury is steadily increasing. Up to August 2011, 55 customers with learning disabilities in Bury had been allocated a Self Directed Support (SDS) budget. Figure 5 (overleaf) gives a reflection of how customers have chosen to spend their budgets (which totaled just over 1.52million).

Over 75% of the total personal budget spend (by 55 customers) is being used to commission four types of service – personal support, personal assistants, day care and respite services.

Whilst we make every effort to make sure data is correct, due to the flexible nature of SDS we are unable to provide accurate figures on expenditure part way through a year.

Figure 5: Breakdown of the services purchased by 55 customers with personal budgets (as a proportion of total spend on self-directed support)



Type of service purchased	
Personal Support	£326,800
Day Care	£304,000
Personal Assistant (from an agency)	£288,800
Respite	£144,400
Personal Assistant (outside of an agency)	£98,800
Residential College	£83,600
One off purchases and Activity Costs	£68,400
Adult Placement	£60,800
Night Support	£38,000
Transport/Escort	£38,000
Accountancy, Insurance, NI contributions, Holiday Pay	£38,800
Contingency	£30,400

Complaints information

Bury Council is committed to providing good quality, fair and inclusive services for all citizens of Bury. We monitor comments and complaints about our services so we can put things right and learn from the experiences of our customers.

Between April 2010 and March 2011 the Council received 5 complaints in total about learning disability services. This represents 2% of all the complaints we received about adult care.

People complained about the quality of care in placements, delays in processing direct payment applications, and lack of communication and involvement of the customer in planning a shared placement.

More recently, between April to September 2011, we received 2 complaints about learning disability services which related to the quality of services delivered by a commissioned provider and lack of information about a customer's financial contribution towards a respite stay. In all cases the Council endeavours to work with relevant departments and providers to analyse the reasons why a complaint has been made and apply any learning so we can improve the experiences of our customers.

Quality Assurance

Bury Council supports providers to deliver excellent services for our customers. We have a Quality Assurance team that supports providers to meet the standards set by the Care Quality Commission and the Council's own Quality Assurance framework.

To support providers through the process, we have aligned the Council's Quality Assurance framework with the standards that have been set by the Care Quality Commission. This has streamlined the requirements placed on providers and enables them to focus on delivering quality services to customers.

We expect the highest standards of service for our customers and have developed a rating system based on compliance with standards in the Council's Quality Assurance Framework.

We are pleased that over 75% of providers that deliver services in Bury are either 'excellent' or 'good' (October 2011), but the Council continually strives for better and our dedicated Quality Assurance team will make every effort to work with providers to achieve this.

Safeguarding

Bury has a strong commitment to support and safeguard our at risk adults through positive and collaborative multi-agency working.

Providers delivering services within the Borough will be expected to uphold this ethos, but will also benefit from the support offered to them through our dedicated Safeguarding Adults Team.

Financial breakdown 2010-11 and 2011-12

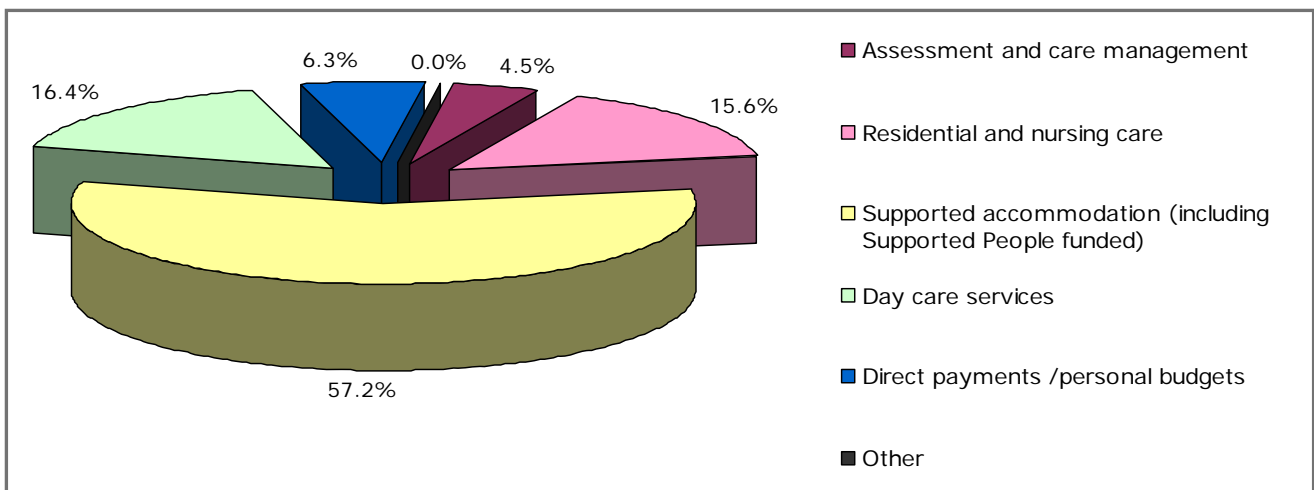
In the 2011-12 financial year Bury Council spent £20.736 million (gross expenditure) on care and support for people with learning disabilities (an increase from £18.172 million in 2010-2011). This represented 23.9% of Adult Care Service's gross expenditure in 2011-12. A breakdown of the gross expenditure is provided in table 2 and figure 6 (both below).

Table 2: Gross expenditure on services for people with learning disabilities

Expenditure Type	Gross Expenditure 2010-11 £000	Gross Expenditure 2011-12	
		£000	%
Assessment and Care Management	1,090	940	4.5%
Residential and Nursing Care	3,156	3,235	15.6%
Supported Accommodation (including Supporting People funded)	9,376	11,854	57.2%
Day Care Services	3,209	3,396	16.4%
Direct Payments/ Personal Budgets	1,321	1,311	6.3%
Other	20	0	0%
Total	18,172	20,736	100.0%

Source: PSSEX1 2010-11 and 2011-12 (provisional)

Figure 6: Gross expenditure on services for people with learning disabilities (2011 - 2012)



Source: PSSEX1 2011-12 (provisional)

Facilitating the market

In Bury the market for traditional services such as residential care, domiciliary care (including supported living services) and day care is strong, of high quality and offers value for money.

However, these services are mostly based on traditional models of delivery, relying on the Council to commission these services directly on behalf of customers.

Building on the roll out of personal budgets to customers, further transformational changes in the way services are commissioned and delivered are taking place to ensure that the customer is effectively and fully in control of their lives and the services they wish to use.

To support these transformational changes the Council wishes to encourage innovation and the development of best practice in service delivery, in particular with local third sector organisations and SMEs (small and medium sized enterprises).

The Council recognise that to stimulate innovation and service change, investment is required. To support this goal, consideration is currently being given to introducing an innovation fund for providers to bid into. Successful bids will be required to demonstrate how their ideas will deliver transformational service change and innovation. The Council has been effective in developing innovative services for adults over 50 years old through the Age of Opportunities Programme and it is hoped that similar success could be achieved through introducing a personalisation innovation fund.

Further consideration is being given to how the Council can offer, in conjunction with appropriate partners, infrastructure support to third sector organisations and SMEs which will enable the development of sustainable enterprises. Infrastructure support could range from working with individuals to develop micro-enterprises from an initial idea or concept to supporting an existing organisation to develop the necessary skills to adapt their business models and offer the range of services our customers want.

The Council has developed an online Care Directory for suppliers to advertise the services they offer, and importantly, for customers to have access to information on the types of services that are available in the market.

We actively encourage providers to submit their details onto our Care Directory; however, it is clearly up to the customer to decide whether or not they would choose to use such services. Details of the directory can be found by visiting our website using the following link:

<http://www.bury.gov.uk/index.aspx?articleid=1621>

The Council would also welcome dialogue about how we can best work together and offer support to focus on outcomes and avoiding performance management systems that inadvertently reward the wrong things.

Feedback Survey

We want to know if you have found this document useful. We would be grateful if you could take the time to give us some feedback and tell us what you would like to see in a future Market Position Statement.

Please email your feedback to **strategicplanning@bury.gov.uk** or post your answers to:

**Strategic Planning and Policy,
Bury Council Adult Care Services,
Castle Buildings,
1st Floor,
Market Place,
Bury,
BL9 0LT.**

1. Are you a:

Provider that already delivers services in Bury Customer Carer

Provider that wants to deliver services in Bury Resident

If you are a Provider, which organisation are you representing?

.....

2. How easy did you find the Market Position Statement to read?

Very easy Fairly easy Neither Quite difficult Very difficult

If you found it difficult to read, how would you change it to make it easier?

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3. How easy did you find the Market Position Statement to understand?

Very easy Fairly easy Neither Quite difficult Very difficult

If you found it difficult to understand, how would you change it to make it easier?

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4. How useful did you find the information in the Market Position Statement?

Very useful Fairly useful Neither Not very useful Not useful at all

If you did not find the report useful, how would you improve it?

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If you found the report useful, please explain why:

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5. Are there any other comments you would like to make?

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For more information about the Market Position Statement, or to receive this document in other formats, please contact the Strategic Planning Team:

By telephone: 0161 253 7975

By e-mail: strategicplanning@bury.gov.uk

By post: Strategic Planning Team, Bury Council Adult Care Services, Castle Buildings, 1st Floor, Market Place, Bury, BL9 0LT.

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