

Market position statement

Social Care, Health and Housing
2013-14





Foreword

Welcome to the first Market Position Statement for Adult Social Care Services in Central Bedfordshire produced by Central Bedfordshire Council. It is our intention to refresh this document annually and it is where we will set out how we see the social care market developing over the coming years. This will be based on our assessment of the market now and in future years and our current understanding of the pattern of provision. We will use it as the basis for discussion with current and potential care providers and our other partners who also commission care.

Our ambition is to facilitate an expanded adult social care market that provides choice for local people in how their care and support needs are met. This requires a strong partnership between the Council and those who provide services to support individuals, families and communities. In 2012 we established a benchmark for excellence in engagement and procurement, recognised nationally as a winner of the Excellence in Public Procurement award with recognition for best Customer Engagement Initiative and will continue to build on this approach to excellence.

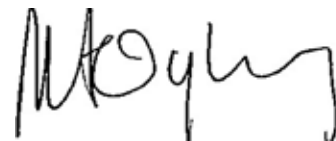
We recognise that the 2012 Market Position Statement focuses especially on the needs of older people and intend in future years to include further analysis and commissioning intentions for other vulnerable groups as well as more emphasis on housing and accommodation needs.

We are reviewing the use of community beds for non-acute and social care needs to deliver more effective and appropriate solutions for people. We will publish a response to the review and further commissioning intentions when it is completed.

Finally, we would welcome your views on this approach to describing our local market and where we feel there are development needs.



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Executive Member
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Executive summary

This first Market Position Statement for Central Bedfordshire Council describes the current and potential future demand and supply for adult social care services and outlines the model of care the Council wishes to secure for its population.

Central Bedfordshire has an ageing population with increasing levels of disability and frailty. The number of people aged 85 and over is expected to increase significantly by 2031. The number of people with a learning disability will also increase and the numbers of people with dementia will more than double by 2020. As people live longer, demand for health and social care services is expected to increase. Our overall intention is to increase the provision of community based services which will promote people’s quality of life, physical and mental wellbeing and their independence in their own homes. In order to meet this demand, the Council and its partners need to understand its local position in being able to meet existing care and support needs and the robustness of the market to supply the range of services now and into the coming years.

To ensure the availability of access to a diverse range of high quality care and support services, the Council is adopting an approach to commissioning services which helps to facilitate supply so that the local market is fit for purpose and able to respond to future care needs. Our strategic direction is to move towards personal services.

This Market Position Statement is aimed at existing and potential providers of adult social care and support and represents the start of a dialogue about the vision for the future of the local social care markets with providers, people who use services and carers. The Council is committed to stimulating a diverse, active health and social care market where innovation and energy is encouraged and rewarded and where poor practice is actively discouraged.

Providers of adult social care can learn about the Council’s intentions as a purchaser of services, and our 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 them to build on their knowledge of local needs in order to develop new activities and services. People interested in local business development and social enterprise can find out about new opportunities in the market and let the Council know what help is needed to enter the social care market and to offer innovative services.

Local Councils have an important role in stimulating, managing and shaping the market, supporting organisations and social enterprises to flourish and develop innovative and creative ways of addressing care and support needs. It is a key part of shaping what kind of place Central Bedfordshire is, namely a place where people with care and support needs, their families and carers, are included and involved in community, economic, and social life. (Please see key values in Appendix 2)



Section 1

Overarching Strategic Factors

The council is rolling out a programme of work which will help achieve its aim of moving its investment from “Institutional approaches to Personal solutions” and there are six major themes which underpin the changes required that will influence the social care market:

1. Meeting Increasing Demand

Demographic changes in Central Bedfordshire, especially the growing numbers of older people and those with complex care and support needs, mean that there will be a rising demand for services. This means that we anticipate growth in the domiciliary care market and a levelling off or even continuing of the reduction we have seen in recent years in the use of general residential care home placements.

The Council has been reducing its usage of general residential placements, at a time when people who have previously funded their own care have required public funding, through our use of reablement services and access to Step Up/Step Down (intermediate care beds). These relatively new services have enabled people to leave hospital sooner and have prevented admission to care homes, as well as assisted some people to leave residential care homes and return home. We are beginning to see people in their 80's and 90's returning home to independent living (or with minimum support) as a result of these positive models of care.

The Council is aware that it needs to develop access to services that support people with dementia and that these will be both residential services and support at home. To focus on this we have set a target in our Medium Term Plan¹ to achieve a minimum of 60% of all dementia care commissioned by the Council to meet at least good, and aiming towards excellent quality.

1 Delivering your priorities, Our Plan for Central Bedfordshire 2012-2016

The Council is also considering a dementia quality mark for residential care homes linked to an incentive scheme during 2012. The intended outcome of this is to increase the availability of dementia care placements and improve the quality of care delivered.

The Council will be further responding to the economic and demographic pressures by developing strategic plans for all care groups with our health service colleagues.²

2. Meeting Rising Expectations

Over recent years people's expectations have risen, and continue to do so, about what care should be available, its quality and when and how that care should be delivered. A major challenge for providers will be to deliver more choice and control to people whilst also improving quality and outcomes. The Council is focused on promoting and ensuring access to high quality care. Good quality services will be required to prevent unnecessary hospital admission and to support people on discharge from hospital. Support in the community will be important together with help to access a wide range of community based services.

3. Promoting Independence

Alongside investing in prevention and early intervention approaches, the Council will continue to enable people to live in their own homes and within their community, as this is key to ensuring good quality of life for people. This requires a shift from institutional care to care at home, which will be enabled through continuing investment in community equipment and home adaptations, better rehabilitation and reablement services which enable people to regain functional ability, supported with assistive technology such as Telehealth and Telecare.

2 Joint Commissioning Strategies for Older People, Mental Health, Learning Disabilities and Physical Disabilities

4. Delivering Personalisation

The Council will continue to ensure that support is provided closer to home, moving its investment from institutional settings to more personal and local approaches. A key way of delivering this is through its personalisation programme, where customers are enabled to determine how their care and support needs can be met using personal budgets. This shift in focus requires those involved in commissioning and delivering services to ensure that people have more control over their own lives and greater choice about the type of support they receive. Providers need to ensure they are providing a service which supports the empowered user. It will be increasingly about providing bespoke individual solutions.

We will also be talking to our providers about how we can ensure that residential services are “personalised”.

5. Commissioning for the Whole Population

The Council will increasingly focus on developing joint commissioning arrangements, with our health colleagues, that are outcome focused, ensure high quality and that place greater emphasis on prevention and choice. There will be a stronger focus on commissioning those services and interventions which achieve better outcomes across health and social care through joint working to promote inclusion and address inequalities.

The Council will engage actively with key stakeholders such as customers, carers, the wider public and providers (both current and potential) to help shape the market so that providers of care and support are able to respond flexibly to need, promote independence and negotiate individual solutions with people receiving support.

The Council is responsible for undertaking an assessment of need for its whole population in order to ensure that there is local capacity to provide the range of services required to support those who rely on local authority funding as well as those who fund their own care.³

3 Central Bedfordshire Joint Strategic Needs Assessment: <http://www.centralbedfordshire.gov.uk/jsna>

The Council is undertaking work to help identify people in Central Bedfordshire who fund their own care in order to provide information, advice and guidance, and assessment of need to assist in decisions on how best to meet their care needs. This, along with our understanding of the changing demographics, will enable a clear steer to be given to the market about anticipated demand.

The Council’s “Institutional approaches to Personal solutions” programme for 2012/13 will include:

- Re-tendering the domiciliary care services
- Beginning of the Managing Older Persons Accommodation Programme, which is about commissioning and providing the right mix of Extra Care and Residential Care Home provision across Central Bedfordshire
- Jointly commissioning services with the NHS
- Improving the availability of information and advice for self funders and access to assessment

This new approach to more outcome based commissioning will emerge in two phases:

- Phase 1 – Commissioning for outcomes (Residential care)
- Phase 2 – Commissioning for outcomes (Domiciliary care)



6. Delivering Value For Money

This Market Position Statement is produced at a time of national austerity when there are constraints on public spending and there has not been a determination on how the future costs of adult social care will be met. In this context, the Council will be considering its investment in terms of value for money and is prepared to change how services are delivered and by whom to ensure that quality is maintained but in the most cost effective way.

For residential care this could mean that new developments are built in the right places, deliver economies of scale, are future proofed, so that they can care for a wide range of people and that they offer added value in terms of other wider community support services. For domiciliary care, it could mean that contracts are awarded geographically to reduce transport costs, and that services are reablement focused. A key theme in maximising value for money is investing in approaches that are focused on prevention and early intervention and thus reducing and delaying demand for social care services.



2 Strategic Context

Council Priorities

The Council has a general duty to meet the needs of the whole population of Central Bedfordshire as well as specific statutory duties to those people with assessed needs for social care. It works with a range of partners to plan, commission or provide the necessary services to meet those needs. It has an important leadership role for health and wellbeing through the Health and Wellbeing Board and for encouraging partnership working at a time when public expectation is rising in a climate of diminishing resources.

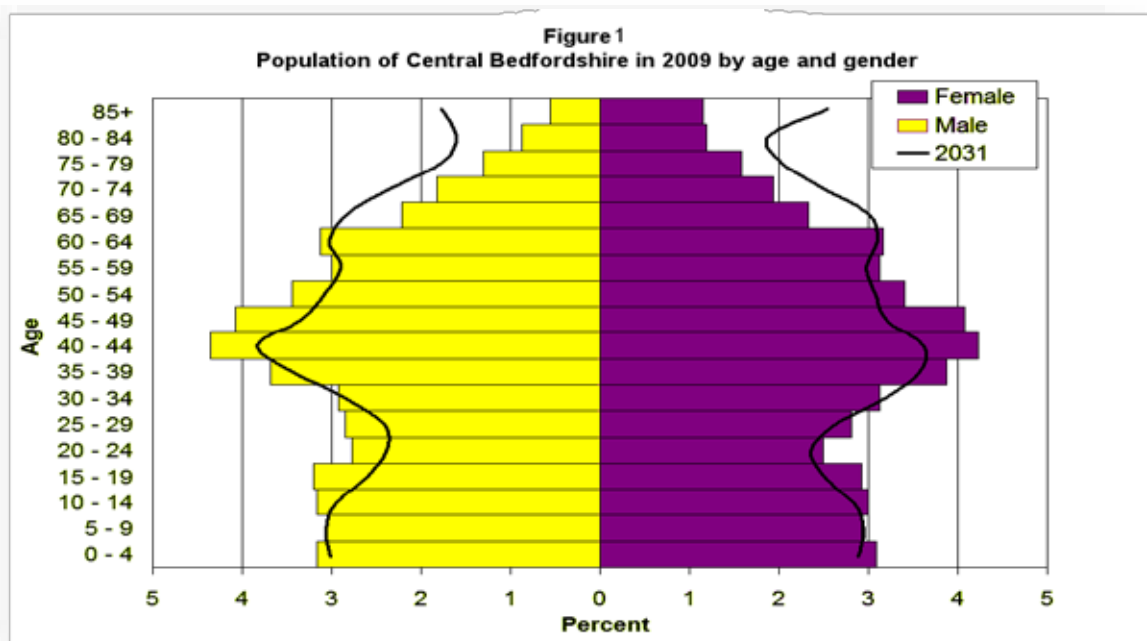
The Council is committed to six key priorities which are set out in the Medium Term Plan

- Enhancing Central Bedfordshire – creating jobs, managing growth, protecting our countryside and enabling businesses to grow.
- Improved educational attainment
- Promote health and wellbeing and protecting the vulnerable
- Better infrastructure – improved roads, broadband reach and transport
- Great universal services –bins, leisure and libraries
- Value for money – freezing council tax

Local Picture

This section of the document sets out the local strategic context within which social care services are provided in Central Bedfordshire and provides a comparison of the data that shows:

1. Changes in the population of Central Bedfordshire (current and projected population size over the next 20 years),
2. Profile of Change (the change in demographics on both population profiles and its impact on the future demand on services),
3. The factors driving the demand in the population (including an analysis of care groups other than older people that are contributing to a demand on care services in Central Bedfordshire).



1. Changes in the population of Central Bedfordshire

Central Bedfordshire is a relatively affluent area with approximately 108,162 dwellings, of which 77% are privately owned and 14% socially rented. Over half of the population, of 255,000, live in the rural areas. Central Bedfordshire is predominately rural and covers approximately 716 square kilometres. The largest towns are Leighton Buzzard, Dunstable, Houghton Regis, Biggleswade, Flitwick, Sandy and Ampthill.

The health of residents in Central Bedfordshire is better than the England average. In the last ten years, there has been a reduction in deaths from heart disease, stroke and cancer in both men and women. Average life expectancy in Central Bedfordshire is close to the East of England average (males 79.1 years and females 82.4 years). These figures however mask areas of health inequalities particularly in our priority neighbourhoods of Parkside, Downside and Tithe Farm, where there are pockets of deprivation. Life expectancy is 6.9 years lower for men and 4.8 years lower for women in the most deprived areas of Central Bedfordshire compared to the least deprived areas.⁴

4 Central Bedfordshire Health Profile 2011, Department of Health. Based on the Slope Index of Inequality published on 5 January 2011).

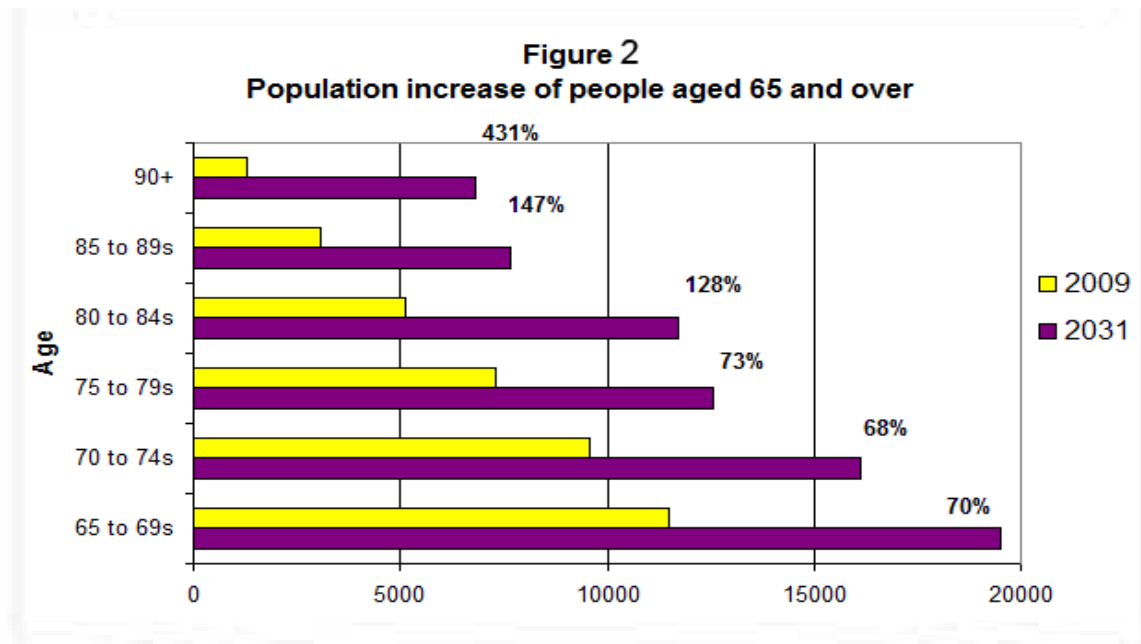
The population is set to increase to 292,000 by 2021, with a significant increase among the older age groups. Around 6% of the population are from ethnic minority communities. The age profile (Figure 1) shows that Central Bedfordshire has an older and ageing population.

2. Profile of change

The total population of Central Bedfordshire is set to increase by 15.5% between 2009 and 2021, and by 32.5% between 2009 and 2031. In line with national trends, the biggest increase is in the number of people aged 65 and over. Between 2009 and 2031 the number of people aged between 65 and 74 is forecast to increase by 68.7%, and those aged 75 to 84 will increase by 96.0%. For those aged 85 and over, who are most likely to be in need of support, the number is expected to increase by 230%, **from 4,400 in 2009 to 14,500 by 2031.**

The changing demography of the older population will increase demand for health and social care services⁵. The specific areas where the increase in demand will be acutely seen are in people affected by dementia and the prevalence of learning disabilities.

5 Department of Health 2001, National Service Framework for Older People, DH, London. <http://www.dh.gov.uk/assetRoot/04/07/12/83/04071283.pdf>
Last Accessed 29/11/2007



Source: The 2009 figures are from the ONS Mid Year Estimates. 2031 are from the BCC Population model.

In the longer term, it is likely that as a result of the increasingly ageing population, more people will assume a caring role. This is directly linked to people living to an older age, especially above 85 which can be associated with the need for higher levels of personal care. The increasing prevalence of dementia in older age will also place an additional burden the health and care economy. Two-thirds of people with dementia live in the community and wish to continue to do so⁶.

3. The factors driving the demand in the population

In addition to the rise in the numbers of older people in Central Bedfordshire, the care groups that require the most attention in relation to care services include older people with dementia, individuals with a learning disability and those with a mental health need.

6 The Alzheimer's Society Support. Stay.Save – Care and Support of people with dementia in their own homes – January 2011 found that 83% of carers considered that living at home is very important to the person with dementia.

Dementia

There are an estimated 2,634 people currently living with dementia and it is predicted that Central Bedfordshire will see a 107% rise in prevalence in those aged 65 years and over by 2030⁷. (Table 1)

Learning Disabilities

The prevalence of learning disability in adults aged between 18 and 64 is expected to rise in Central Bedfordshire by about 1% per annum over the next 10 years, to an estimated 4,411 by 2020. This means more people with a learning disability will be living longer with complex needs.

There are a significant number of individuals with a learning disability living in residential care outside of Central Bedfordshire and the Council's intention is to increase the number of those residing back in the area. Around £6 million is spent on 87 people out of area with varying care and support needs.

Physical Disabilities

Currently there are 16,780 people, aged 18-64, in Central Bedfordshire with a moderate or serious physical disability and of these, 7,870 are estimated to require personal care. This figure is predicted to increase by 11% over the next 20 years.

7 Projecting Older People Population Information System

Table 1 - Key factors that may influence potential changes in demand for health and social care in people aged 65 and over living in Central Bedfordshire.

	2011	2015	2020	2025	2030
People living with dementia	2,634	3,031	3,677	4,516	5,440
		15%	40%	71%	107%
People living with a limiting long term condition	17,288	20,098	23,061	26,620	30,528
		16%	33%	54%	77%
People unable to manage at least one personal care task	13,131	15,077	17,578	20,648	23,936
		15%	25%	57%	82%
People unable to manage at least one domestic care task	16,010	18,379	21,530	25,294	29,240
		15%	34%	58%	83%

Source: POPPI



Market Opportunities

The Council's vision is to reduce the number of adults with a learning disability in residential care with more individuals being supported in the community via a range of supported and non supported housing options, both for adults and young people moving into adulthood.

There will be opportunities for more local provision of community based support and housing options for people with learning disabilities within Central Bedfordshire.

To support with this, the Council will look to develop the market to include a range of "time limited step down services" for people with learning disabilities.

What the opportunity is.

A range of "time limited step down" services from learning disability residential care

need to be developed. These will enable people who aspire to higher levels of independence but need a safe environment to make the transition and learn the skills needed to progress at a rate that suits their individual abilities.

How to realise the opportunity.

A "pathway to independence" from residential care

will be defined, by the Council and then the role of time limited "step down" services can be defined and the capacity required can be quantified across Central Bedfordshire.

Mental Health

The number of people with a mental health condition in Central Bedfordshire is predicted to rise, primarily as a result of the changing population structure. The largest relative increase is in the number of people with dementia which predominantly affects people over 65 years.

The vision for people with mental health problems is to promote a recovery based model and enable independent living in the community. The Council will look to commission community based housing options available. This creates a market for developing alternative housing options that would meet the needs of those with mental health issues and enable independent living.



Market Opportunities

Opportunity for providers to develop alternative housing options that would meet the needs of those with mental health issues to enable independent living. The options would include step down housing to facilitate recovery for those currently in secure settings as well as those going through rehabilitation after an episode of care in a hospital.

Table 2 - Predicted population in Central Bedfordshire of people aged 18 – 64 with a disability or a mental health problem 2010-2030

	2011	2015	2020	2025	2030
People with a moderate or severe learning disability	878	899	932	961	986
		2%	6%	9%	12%
People with a moderate physical disability	12,913	13,189	13,828	14,193	14,204
		2%	7%	10%	10%
People with a severe physical disability	3,867	3,932	4,186	4,357	4,342
		2%	8%	11%	12%
People with a moderate or severe personal care disability	7,870	8,038	8,501	8,776	8,748
		2%	8%	12%	11%
People with a mental health problem	25,985	26,370	27,118	27,680	27,883
		1%	4%	7%	7%

Source: PANSI

Autism

Approximately 1 in 100 of the population has autism, within Central Bedfordshire the estimated prevalence is around 1,600 adults. This is predicted to rise to around 1,740 by 2030. The prevalence of autism is significantly higher in males.



As part of the implementation of the autism strategy, we have made a commitment to the Fulfilling Lives Partnership that commissioners will review the Supporting People Strategy and work with housing providers to understand the needs of people with autism and how these can be supported. Specifically this could be:

- raising awareness with housing staff so that they have an understanding of how to support people with autism to apply for housing
- asking landlords to consider adjustments to simplify their application processes
- consideration to be given to making reasonable environmental adjustments which would otherwise have a detrimental effect on people with autism

Commissioned Social Care Activity

Increasing demand for services within a climate of economic constraints means that there is a strong need to increase efficiency and effectiveness of service provision through new ways of working. The emphasis is shifting towards more local provision with a strengthening of intermediate and community based care. Primacy will be given to maintaining independence and choice for individuals supported by greater access to consistent information and advice.

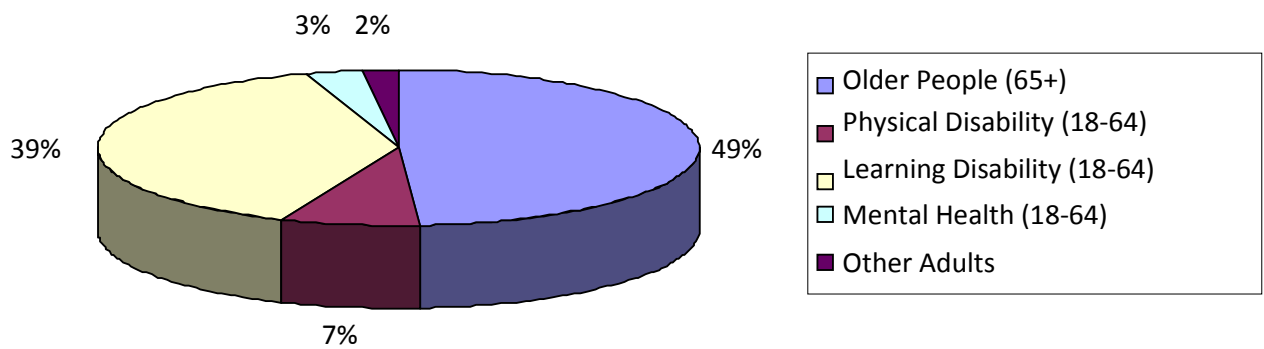
Spend on Care Groups

Central Bedfordshire spend in the last financial year (2011/12) on adult social care was around **£82 million** (see appendix one).

Approximately £40 million was spent on services for older people and around £34 million on services for people with a learning disability or mental health issues. This equates to around £74 million of the total adult social care budget (see appendix one).

By far the most significant proportion of people receiving services is those over the age of 65 who represented 49% of the overall spend in 2011/12. With the projected increase in population size, the figure for this group is likely to increase further. Figure 4.

Figure 4: Percentage Distribution of Social Care Funding 11/12



Residential Care

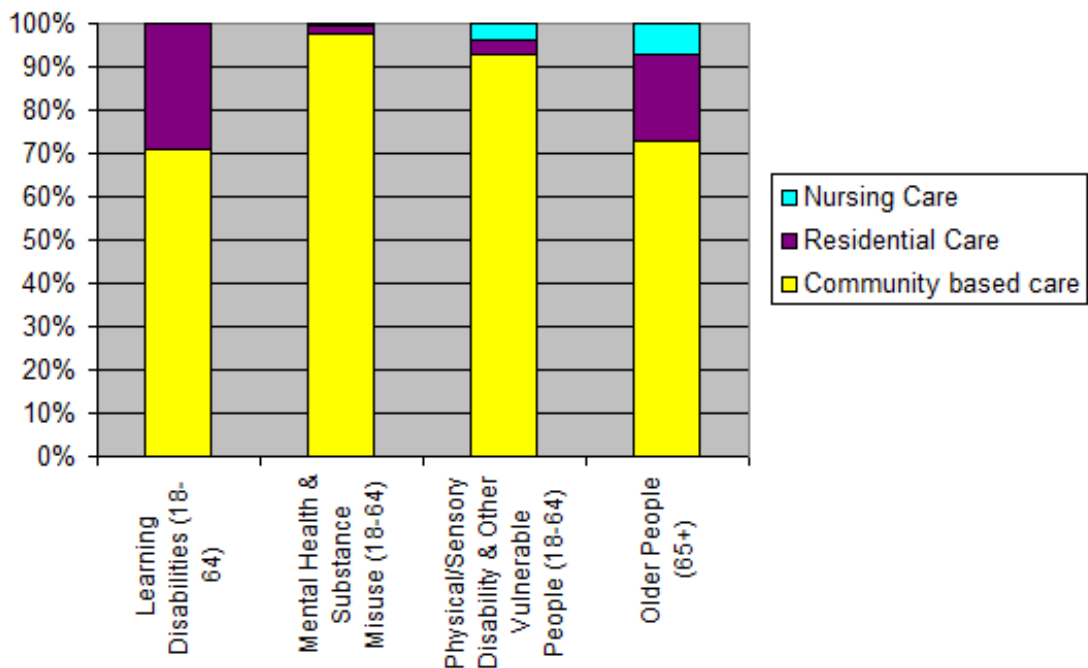
In 2010/11, the largest spend, of £29 million (over 34% of the net spend), was on residential care across all care groups. Currently there are 1,450 people in social housing with the support of a warden; almost 150 people live in Extra Care housing, over 650 live in care homes and 625 live in nursing homes.

Use by Care Group

People with learning disabilities represent the highest proportion of people within a residential or nursing care home setting (29%). In older people aged 65+, 20% live in a residential care setting, 7% are in a nursing care setting and 73% are supported to live in the community. (market opportunities listed on Pg 12)

For the current breakdown of residential placements in Central Bedfordshire see Figure 5.

Figure 5 – Service Users by Resident/Service Type



Source: RAP 2010/11

Table 3 - Care Homes for 65+ in Central Bedfordshire

	Dunstable and Houghton Regis Area	Leighton-Linslade Area	Amphill, Flitwick and Surrounding Area	Sandy, Biggleswade and Shefford Area
Population aged over 65 in 2011	11,344	6,986	9,875	12,809
Care homes catering for 65+	12	4	1	4
Number of care home places for 65+	381	126	30	129
Number of People aged 65+ for every care home place	30	55	329	99
Number of Care Homes with Nursing catering for 65+	3	3	3	5
Number of Care Homes with Nursing places for 65+	81	186	111	247
Number of people aged 65+ for every Care Home with Nursing place	140	38	89	52

The Council recognises that the current supply of residential and day care services is not sustainable to meet the longer term changing demand in Central Bedfordshire. Table 3 indicates a lack of capacity to meet demand in care homes particularly in Amphill, Flitwick and surrounding areas. It also shows that current levels of demand exceed the level of capacity within the current care homes.

The Town Centre Masterplan for Leighton Buzzard includes a proposal for redevelopment of the site of the existing BUPA Westlands Care Home and adjacent day centre. Options for replacement sites include elsewhere on the Leighton Buzzard High Street and at Bridge Meadow, which could offer replacement accommodation for the care home and day centre.

future demand. It is estimated that a further 170 placements will be needed in Central Bedfordshire by 2015. The council is looking to prioritise the provision of dementia care placements in a residential setting and is looking to other non residential care based options for those with less complex care needs.

A summary of the requirements from the market include:

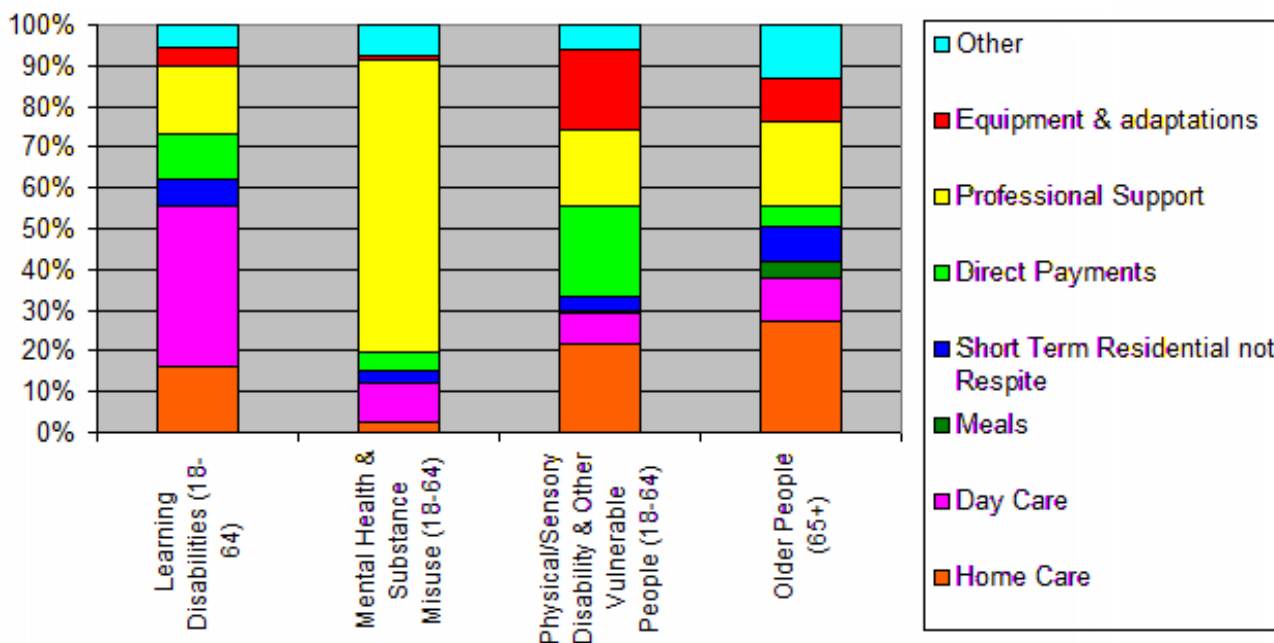
- Mixed tenure, extra care housing options in all areas of Central Bedfordshire that meet the flexible needs of self funders and public funded customers.
- Accommodation based care services that are adaptable enough to meet people's changing support needs as they grow older.
- Care homes that focus on specialised provision, including dementia and complex care or health needs.
- Services that are able to cater for a range of short term accommodation based support needs, for example respite, reablement, and rehabilitation.



Residential and Extra Care Housing

There is an opportunity for the market to help address this gap by filling in the void in relation to

Figure 6 – Community based services by service user group



Source: RAP 2010/11

Community-based Support

The Council also commissions a range of services in the community, including home care, day care/ opportunities and meal provision. The following analysis looks at the make up of community-based care (by service elements) across different care groups for 2010/11 and lists the market opportunities available. A person is counted only once within each service type regardless of how many times during the year they receive the service, but can be counted within different services (counted once within day care and once within professional support, for example).

The predominant service used by adults with a learning disability is day care (40% of all services). Professional support provided by a Social Worker, Community Psychiatric nurse or Community Worker are the most frequently provided services to people with a mental health problem (72% of all services).



Day Care Opportunities

The Council will look to commission a wider range and type of day activities which are tailored to the requirements of the individual and based within the wider community rather than traditional forms of building based day care.

We will seek to encourage independent, not-for-profit and user-led sectors to develop a wide range of opportunities and activities to attract customers with access to personal budgets. We will encourage community/social enterprise and user/carer-led models. Consortia approaches may also be appropriate to deliver a broader range of activities.

Respite Services

In Central Bedfordshire there are limited respite opportunities that can offer a carers' break service. The Council will look to commission services covering a range and balance across home, community and care home settings and will be easily available to people on personal budgets.



Opportunity for providers offering a range of respite/short breaks provision locally in a variety of settings.

For people with physical or sensory disabilities the spread of services is generally more even with Home Care (22%), Direct Payments (22%), Professional Support (19%) and Equipment and Adaptations (20%) being the main services provided.

For older people, the spread is Home Care (27.3%) and Professional Support (21%).

Home Care Services

The Council will be re-tendering its contracts for Home Care services in Central Bedfordshire in order to achieve better quality of care and value for money. The council is considering new models of commissioning and managing the market in order to encourage high quality and innovative providers to enter the market.



- An opportunity for providers that can deliver responsive and person-centred domiciliary care services with particular emphasis on ability to cover all areas of Central Bedfordshire, including rural areas.
- Providers who are able to meet requirements for different care groups and able to demonstrate an increasing range of flexibility to meet the requirements of those with personal budgets.

- Services that promote reablement to maximise independent living, and enable people to regain skills and build confidence, facilitate speedy recovery and thus reduce the need for ongoing care.

Assistive Technology

The council would like to see the widest possible adoption of Telecare and Telehealth. It brings health and social care directly to service users, in their own homes supported by communication and information technology. It can help people remain in their own homes for longer and provides reassurance to carers.



- To promote Telecare and Telehealth services to enable more independent living.
- To explore how assistive technology can increase independence in care settings as well as deliver value for money.

Step Up and Step Down Services

A continued focus on moving people from institutionalised and hospital care to more appropriate community based services, to promote the principle of reablement and enablement.

- Step Up services provide rehabilitation and reablement support to people from the community who would otherwise have required inpatient care in an acute hospital setting.
- Step Down services provide rehabilitation and reablement support to people allowing them to leave an acute hospital setting sooner than otherwise would have been the case.

Step Up/Down services aim to achieve:

- Avoidance of unnecessary admission to hospital
- Support for the transition from hospital to home or normal place of residence
- Avoidance of preventable or premature admission to long term residential or nursing home care.



Market Opportunities

- The Council will be looking to commission additional capacity within its step up/ step down service. The retendering, in 2012/2013 will focus on provision for the North and South areas.

The Implications for Providers

Future Profile of Central Bedfordshire

The expectations of people who will reach older age in the next 10 to 20 years will be different to older people now. People are used to expressing far greater choice and control over their needs and aspirations. Currently, people are much more socially mobile than before and have generally experienced a wider exposure to different goods and services than ever before. People now and in the future will expect more from their local authority and care providers in terms of the range and quality of services offered.

Meeting Increasing Demand

To meet this rising demand and expectation in the social care market, including how the local authority behaves, providers will need to respond in more innovative ways. Demand and funding for long term residential and day care will reduce over time and many older people will want to stay at home for as long as possible. Providers will need to consider how to maintain people at home, remaining healthy and with a sense of wellbeing for longer.

This means considering how to help people maintain good physical, mental, social, emotional and spiritual wellbeing in order to remain healthy and active, now and in the future. People will also fund their care in a greater number of ways, for example, insurance policies, savings, pensions and investments. Significantly, tenure will play a

part in shaping the market as a growing number of older people will opt for home ownership. This will increase the numbers of people funding their own care. Older people will enter the marketplace requesting information and advice as well as a broad range of services without approaching the local authority.

The role of the Council as commissioner of services is changing. Local authorities, NHS commissioners and service providers need to think more carefully about the purchasing power of individuals – using their own money, personal budgets or both.



Market Opportunities

We need new ways to help people to manage their personal budget.

Central Bedfordshire Council has set itself a target of 60% for the numbers of people using self-directed support by the end of March 2012. This applies to those people who are accessing community-based forms of care and support and includes the use of direct payments and personal budgets. This is an increase on the target for last year which was set at 30%. By 2013 the target is likely to be set at 100% of people accessing community-based care and support to be using self-directed approaches for the provision of their care and support needs via personal budgets, with a much stronger focus on direct payments as the key mechanism for arranging and managing care.

As of August 2012 the number of people using self-directed support approaches was 3032 with 51.8% taking this as a Council managed or commissioned service and 44.1% as a Direct Payment only, with the remainder taking a combination of the two elements. The number of individuals choosing to take a Direct Payment is rising by around 16 cases per month and we expect this increase to continue.

Information and Advice Services

Although the Council has an important role in ensuring there is comprehensive access to information, there will be a growing need to offer

people the right kind of information and services as there will be a core customer base wanting to purchase services directly from providers in the future.



Market Opportunities

There will be real opportunities for providers to build the link between involving people in the design of services, offering people the information they need to make informed decisions and offering customers new and diversified products and services to help people remain well at home.

People Funding their Own Care

An increasing number of people fund their own care in Central Bedfordshire. The Council will want to work in partnership with providers to ensure care and support services deliver appropriate outcomes. The Council will work with providers to raise awareness of the changing market and to influence the development of services to meet the needs of people who fund their own care.

There is an increasing emphasis on shifting the balance between what is provided through public funds and self help, with the view that communities, individuals and their families should play a greater role in meeting local need. This is also reflected in the personalisation agenda, with a focus on greater choice and control and increasing use of Personal Budgets and Direct Payments. (See appendix 2)

For people who need longer term service, the emphasis will be on models of care and support which promote maximum independence and ensure that people are able to make full use of community resources.



Market Opportunities

The council will look to commission innovative brokerage service models

Section 3 – Commissioning and Procurement

Our aim in commissioning is to put people at the centre of everything that we do, so that we actively support choice and enable people to have control over their own lives. In Central Bedfordshire we aim to secure the best value for local people through our strategic commissioning activities with a particular emphasis on joint commissioning with health services to deliver better and more integrated care and support.

This will mean:

- focusing on the outcomes that the person wants to achieve, the level of response required and active monitoring of whether their life is improved as a result
- helping individuals to make informed choices about their care and how their care is provided
- shifting the balance of care from institutional settings to community based support which is reinforced by a wider range of accommodation options
- continuing the shift to more flexible arrangements that are more responsiveness to the needs and choices of people, based on affordability, choice, quality, and accountability in service provision
- focusing on the needs of individuals rather than by care group, purchasing highly specialist services where needed
- working closely with service users, carers and with providers
- promoting and encouraging alternatives to council provided services.
- providers to demonstrate an outcome based approach, high quality of care, cost effectiveness and value-for-money
- new ways of working and openness to innovative commissioning in order to encourage new services and new providers.

This will require:

- a robust community and voluntary sector infrastructure that can reliably deliver services and other opportunities
- a firmer evidence base, informed by more effective monitoring of outcomes and feedback from people to inform future commissioning
- a close relationship with providers and information sharing on market intelligence to better understand needs and potential gaps in provision

Self Directed Support

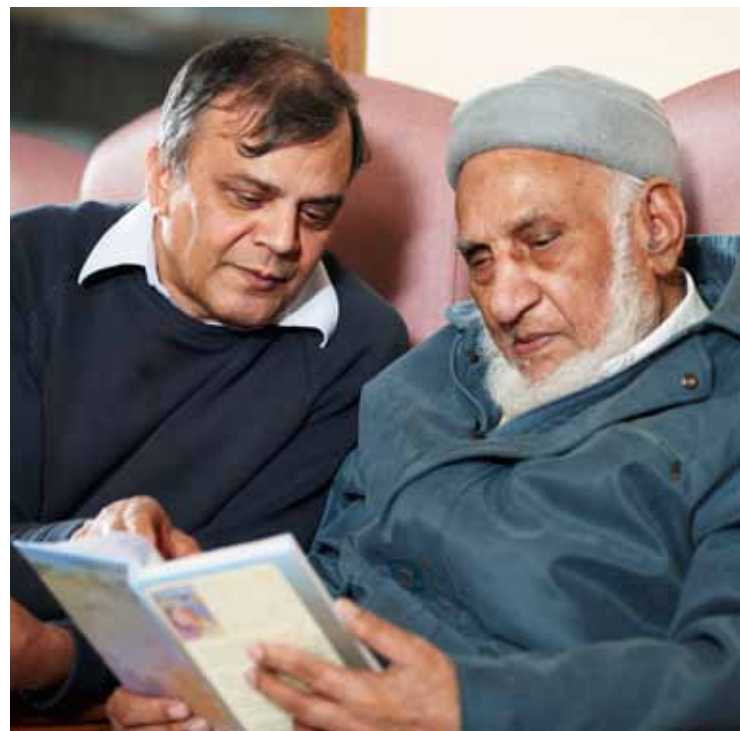
Personalisation and its place in developing the market

Personalisation is based on the principle that the individual is best placed to know what they need and how those needs are best met. This is a significant programme of change in the way in which care and support is provided with the vision that people will be able to live their own lives as they wish, confident that services are of high quality, safe and will meet individual requirements for independence, wellbeing and dignity. Services will promote and maintain the independence of people with disabilities, including those with complex needs, enabling independent living within their local communities, exercising choice and control in their lives, through the use of personal budgets.

The Council will continue to increase the number of service users on personal budgets, giving people more control and purchasing power over their care and support. By 2013 100% of people accessing community-based care will be offered a personal budget and there will be a stronger focus on the use of direct payments. Related developments within Health will mean that personal health budgets will also be available. However the Council will not relinquish its legal responsibility to provide care and support to those people who need help.

Market Opportunities

- The Council will commission and encourage flexible care provision, which offers greater choice and control, and personalised approaches in every care setting so that everyone in receipt of social care, regardless of their level of need, in any setting, whether from statutory services, community, private sector or funding it themselves, will have choice and control over how that support is provided with the right help at the right time to minimise crises.
- Increasing requirement for more personal assistants to provide specific care and support to people in their own homes.
- Opportunity for independent, community based not-for-profit and user led sectors as well as micro enterprises to develop a wide range of opportunities and activities to attract customers across all care groups with access to personal budgets.
- Providers who can offer a range of support options to enable people to manage their personal budgets and purchase the support they require.



Robust safeguarding process

We are committed to protecting vulnerable adults in Central Bedfordshire and have made a significant investment in our safeguarding services as well as making safeguarding “everybody’s business”. Safeguarding is now an integral part of commissioning strategies across both health and social care and a core component of all externally provided services.

There will be a strong focus on the safety and effectiveness of care and the rights of people to be treated with dignity and respect. Safeguarding is a key component of all Council contracts and the contract monitoring process.

For more information please visit

www.centralbedfordshire.gov.uk/safeguardingadults

Principles of Outcome focused Commissioning

All future contracts will be outcome based and will be linked to the 2011/12 Adult Social Care Outcomes Framework. (The Adult Social Care Outcomes Framework (ASCOF) has now been finalised and key principles can be summarised as follows:

- Control over daily life
- Number of people being supported to live independently
- Proportion of people in paid employment
- Satisfaction with experience of care and support services
- Carer respect and quality of life
- Dignity
- Reduction in the number of permanent admissions to residential and nursing care homes
- Early intervention, prevention and reablement
- Access to support and information
- Safeguarding

All providers of services within the social care market, whether directly commissioned from the council or through personal budget usage, will need to work within the principles of this framework. This

framework also applies to those people funding their own care and support needs.

Quality and Performance

Central Bedfordshire Council will ensure that the providers deliver good quality, cost effective and person-centred services. It will use the ADASS quality workbook as a performance measurement tool and is currently using it to develop a baseline to create a picture of the current levels of quality amongst its providers in Central Bedfordshire and make a difference in customers’ lives. Performance assessment will be based on periodic reviews using the ADASS quality workbook to determine the outcomes for the individual service user, and the difference to customers’ lives will be measured using the Adult Social Care Outcomes Framework.

The council will prioritise commissioning services from providers that are able to demonstrate the four principles of:

- Achieving Value for Money
- Improving Quality for All
- Providing care closer to home and
- Embedding the Principles of Prevention.

Section 4 – Shaping the Market and Procurement

Market Readiness

The social care market in Central Bedfordshire is diverse both in scale and geographic distribution. There are however some areas where gaps in provision are evident and need to be addressed. The relationship between the Council and its providers is very positive and we are keen to develop closer relationships with providers to make the best use of joint intelligence, knowledge and skills. The evidence is that providers wish to respond to this but, for many micro and small providers, capacity is a problem.

Our Provider Forum is developing well and offers the platform for involving providers. We are

currently considering how we can engage more flexibly with micro providers.

Providers recognise and understand the challenges ahead, and accept the need for change. This is not to deny that there are some significant challenges including:

- the pressure on budgets and profitability from reducing public expenditure
- the shift towards more flexible, personalised models of care and support
- the increasing numbers of people with personal budgets
- a wider use of partnerships and collaborations.

What change is expected from Providers?

Recognising the diversity of purchasers

Providers will need to increasingly respond not just to the Council and its partners but to individuals or small groups who may want to commission bespoke packages through personal budgets. This increasing range and diversity of customers will require providers to market their service and improve access.

The Council is supporting providers with training to better understand its contracting and procurement process for all parties to be able to bid for future Council contracts.

Involving customers and carers

Providers will increasingly need to look at new ways in which their services can be designed, working with customers and carers, both individually through personal plans and reviews and through overarching service design and general ways of working.

An expectation of improved outcomes for all customers

The focus should be on recovery and independence. People who are very frail or who have other complex needs or long-term conditions may need a higher level of sustained support. Even so, providers should be seeking to maximise independence.

Focusing on quality and outcomes

Price competition is clearly important but, increasingly, quality and reliability will differentiate providers, especially where markets are more mature and price differences are narrower. Providers who demonstrate an outcome focus and a reablement ethos are likely to secure more business.

Innovation

Responding to personalisation by developing new approaches, either marketed to customers direct, or engaging with strategic commissioners. Assistive technology should be used wherever appropriate.

Workforce Development

The Council's aim will be to support the development of a skilled and capable workforce that will provide imaginative, innovative and personalised services. Alongside carers and volunteers, the workforce will make a positive difference contributing to people's health, happiness and wellbeing.

The health and social care workforce in Central Bedfordshire is funded and supported through a range of learning and development activities. In the last two quarters of 2011/12 over 2100 places were made available across 117 courses within 23 subject areas, including health and safety, safeguarding, medication, dementia, personalisation and diversity. Partnership working with health has attracted funding towards a specialist dementia skills programme initiated in January 2011. Since March 2012 care organisations and personal assistants have also had access to e-learning courses via the Log onto Care project. The online learning centre, which is funded by local authorities including Central Bedfordshire, hosts over 60 modules across 25 subjects, providing the opportunity for a blended learning approach.

We will work with providers to develop social care as a career of choice through apprenticeships. The Council has developed an apprenticeship scheme in Social Care and has secured agreements with the National Apprenticeship Service and Job Centre Plus to work together to promote apprenticeships in Central Bedfordshire.

Market Opportunities

Providers will be encouraged to develop apprenticeships within their workforce

Providers will need to meet the required workforce knowledge and skills we have set out through our procurement approaches and they will increasingly be expected to contribute to assessments, service planning and reviews.

Examples of where skill development may be necessary include:

- Working in a person-centred way to achieve best quality of service
- Dementia Care
- End of life care
- Stroke awareness and support
- Safeguarding and mental capacity
- Promoting self care and advocacy for healthy lifestyles

Social Capital and the role of the voluntary sector

“It’s not what you know...but who you know.” Research shows that people with strong social networks are, other things being equal, happier and healthier. High levels of trust and strong social networks can help to ease the effects of financial disadvantage. Social capital is the name given to describe people’s social networks and relationships - the people you have connections with, and who help you get by in life. It has also been described as



the ‘social glue’ that holds communities together. However, levels of social capital are not evenly distributed and the most disadvantaged in society are more likely to have lower levels of social capital.

The Council has an important community leadership responsibility to help people improve their quality of life and wellbeing. Success in this role will depend on partnership working with community and voluntary organisations.

Market Opportunities

The Council will wish to work with Community and Voluntary groups that can design and develop services to reduce social isolation, build community capacity, social capital and develop social networks so that people feel safe and empowered in their own communities.

We will promote and support the development of social enterprise and user led organisations, through the community and voluntary sector to increase the range and options available to service users.

How will tenders be advertised?

All tenders are advertised in accordance with the Council’s supplier and contract management system. The Council is committed to the highest standards of fairness, transparency and consistency in all its procurement activity. The Council is committed to working in partnership with local providers when new opportunities become available.

Market Opportunities

There are opportunities for providers to be kept up to date with current tenders through attending Provider forums organised by the Council and visiting the Council’s website where tenders are advertised

<http://www.centralbedfordshire.gov.uk/council-and-democracy/supply-the-council/tenders.aspx>

Section 5 – What Next?

New methods of developing and facilitating the social care market are required which can build on the Council's unique position. The Council can bring information it knows about population and demand of its customers into a dialogue with providers about investment and risk. The aim is to encourage and support providers to shape their services to personalisation, demonstrate good outcomes and improved models of practice and explore ways in which they can complement these approaches and be rewarded for doing so.

The Council recognises that to deliver change providers will require investment. This might include providing new types of service, training staff to improve quality or spending time with customers to plan and tailor services. If we wish to see small and medium-size providers in the market we must consider their capacity to invest money and take risks. Larger providers should not be overlooked either, but generally have more capacity to take risks and to allow demand for services to build up over time.

It also recognises the need to foster a supportive environment of risk taking across the board from assessment and support planning, through to brokering services, frontline service delivery and reviews. Risk taking in terms of the packages of support that people are given will reduce dependency and promote independence. We want to work with service providers that can provide effective short term interventions and collaborate with us during the review process to reduce costs.

The Council recognises the challenges of understanding and measuring outcomes and welcomes the initiative shown by the local Health and Well-Being forum for the voluntary and community sector to deliver its own development initiatives to help those providers get to grips with the issue.

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



The Council is commissioning enhanced support for developing small providers, supporting voluntary and community organisations and groups to enable organisations to develop new funding and operating models.

This market position statement is the start of a process. It is intended to serve as an introduction to the many discussions that need to be had between the council and providers but also as a starting point for providers within the Central Bedfordshire to think about their current business models and how they may need to change for the future. It does not prevent providers seeking a competitive advantage through their own market research and other activities. The right kind of freely-shared and published intelligence could lower barriers to market entry and prevent providers from wasting resources on poorly-targeted initiatives. As a starting point we welcome views on what kind of market information would be especially useful in the future or might be difficult to obtain independently.

Feedback

We welcome your feedback on the Market Position Statement.

- Have you found the Market Position Statement helpful?
- Which areas were useful?
- Which areas would you like to see more information?
- How can we keep you updated?

If you have any feedback or for further information about the Market Position Statement please email:

SCHHFeedback@centralbedfordshire.gov.uk

Appendix 1

The Market Opportunities:

Learning Disabilities

The Council's vision is to reduce the number of adults with a learning disability in residential care with more individuals being supported in the community via a range of supported and non supported housing options, both for adults and young people moving into adulthood.

There will be opportunities for more local provision of community based support and housing options for people with learning disabilities within Central Bedfordshire.

Mental Health

Opportunity for providers to develop alternative housing options that would meet the needs of those with mental health issues to enable independent living. The options would include step down housing to facilitate recovery for those currently in secure settings as well as those going through rehabilitation after an episode of care in a hospital.

Autism

As part of the implementation of the autism strategy, we have made a commitment to the Fulfilling Lives Partnership that commissioners will review the Supporting People Strategy and work with housing providers to understand the needs of people with autism and how these can be supported. Specifically this could be:

- raising awareness with housing staff so that they have an understanding of how to support people with autism to apply for housing
- asking landlords to consider adjustments to simplify their application processes
- consideration to be given to making reasonable environmental adjustments which would otherwise have a detrimental effect on people with autism

Residential and Extra Care Housing

There is an opportunity for the market to help address this gap by filling in the void in relation to future demand. It is estimated that a further 170 placements will be needed in Central Bedfordshire

by 2015. The Council is looking to prioritise the provision of dementia care placements in a residential setting and is looking to other non residential care based options for those with less complex care needs.

A summary of the requirements from the market include:

- Mixed tenure, extra care housing options in all areas of Central Bedfordshire that meet the flexible needs of self funders and public funded customers.
- Accommodation based care services that are adaptable enough to meet people's changing support needs as they grow older.
- Care homes that focus on specialised provision, including dementia and complex care or health needs.
- Services that are able to cater for a range of short term accommodation based support needs, for example respite, reablement, and rehabilitation.

Day Care Opportunities

The Council will look to commission a wider range and type of day activities which are tailored to the requirements of the individual and based within the wider community rather than traditional forms of building based day care.

We will seek to encourage independent, not-for-profit and user-led sectors to develop a wide range of opportunities and activities to attract customers with access to personal budgets. We will encourage community/social enterprise and user/carer-led models. Consortia approaches may also be appropriate to deliver a broader range of activities.

Respite Services

Opportunity for providers offering a range of respite/short breaks provision locally in a variety of settings.

Home Care Services

- An opportunity for providers that can deliver responsive and person-centred domiciliary care services with particular emphasis on ability to cover all areas of Central Bedfordshire, including rural areas.

- Providers who are able to meet requirements for different care groups and able to demonstrate an increasing range of flexibility to meet the requirements of those with personal budgets.
- Services that promote reablement to maximise independent living, and enable people to regain skills and build confidence, facilitate speedy recovery and thus reduce the need for ongoing care.

Assistive Technology

- To promote Telecare and Telehealth services to enable more independent living.
- To explore how assistive technology can increase independence in care settings as well as deliver value for money.

Step Up and Step Down Services

The Council will be looking to commission additional capacity within its step up/ step down service. The retendering, in 2012/2013 will focus on provision for the North and South areas.

Meeting Increasing Demand

We need new ways to help people to manage their personal budget.

Information and Advice Services

There will be real opportunities for providers to build the link between involving people in the design of services, offering people the information they need to make informed decisions and offering customers new and diversified products and services to help people remain well at home.

People Funding their Own Care

The council will look to commission innovative brokerage service models

Self Directed Support

- The Council will commission and encourage flexible care provision, which offers greater choice and control, and personalised approaches in every care setting so that everyone in receipt of social care, regardless of their level of need, in any setting, whether from statutory services, community, private sector or funding

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Appendix 2

Central Bedfordshire Council Adult Social Care Financial Profile 2011/12.

There is additional spend for other adults equating to £1,634,000.00.

	Older People (65+)	Physical Disability (18-64)	Learning Disability (18-64)	Mental Health (18-64)	Total
	Gross Expenditure	Gross Expenditure	Gross Expenditure	Gross Expenditure	Gross Expenditure
Assessment and care management	4,967,000	886,000	1,200,000	1,512,000	8,565,000
Residential/Nursing Care	19,591,000	1,968,000	17,643,000	326,000	39,528,000
Supported Housing	-	269,000	5,304,000	46,000	5,619,000
Community Services	11,996,000	1,135,000	3,733,000	141,000	17,005,000
Direct Payments	1,678,000	1,565,000	1,014,000	135,000	4,392,000
Equipment & Adaptations	474,000	121,000	19,000	19,000	633,000
Meals	208,000	-	-	-	208,000
Other Services	1,138,000	157,000	2,735,000	341,000	4,371,000
	40,052,000	6,101,000	31,648,000	2,520,000	80,321,000



Central Bedfordshire in contact



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0300 300 8303



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customer.services@centralbedfordshire.gov.uk



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www.centralbedfordshire.gov.uk



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