



Shaping Care for York

Market Position Statement for Providers
of Adult Social Care in York
April 2014



Table of Contents

Section 1	York's Market Position Statement	3
Section 2	Key Messages in our Market Position Statement	8
Section 3	Older People	12
Section 4	Adults with Learning Disabilities	24
Section 5	Adults and Mental Health	28
Section 6	Adults with Physical and Sensory Impairments	34
Section 7	Resources	35
Section 8	The Future	39

York's Market Position Statement

Our Market Position Statement (MPS) responds to government requirements and provides information about local social care markets.

The Care Bill 2013 and the market

Clause 5: 'Promoting diversity and quality in provision of services' places a duty on local authorities to promote a diverse and high quality market of care and support services.

It will provide information and analysis about care and support services for adults, concentrating on older people. It will provide a reference point, assisting the identification of future demand as well as our responses to this as a local authority and the approaches we believe providers in York will need to consider. It also aims to stimulate active engagement from our partners.

We want our Market Position Statement to be a starting point for discussion in the following ways:

- Providers of adult social care can learn about the council's commissioning intentions.
- Information will be given about how services might respond to personalisation of care and support.
- Voluntary and community organisations can learn about future opportunities to develop activities and services.
- Those interested in business development and social enterprise can find out about potential opportunities and join the dialogue.

Changing times – 'Re-wiring Public Services'

City of York Council is committed to stimulating a diverse market for care and our first Market Position Statement (MPS) is an important step in developing a new dialogue with our partners. The Council's programme 'Re-wiring Public Services' which includes adult social care, aims to change the organisation to become more responsive and flexible and to 'Put residents first'.

The key principles are building community resilience; investing in the community and voluntary sector; and greater use of data and evidence to enable people in communities to drive their own decision making. Re-wiring Public Services will support the council to achieve its budget savings through co-ordination of an extensive change programme with greater involvement of residents .

Priorities we will focus on in the MPS are:

- Our older population which is increasing and adults are living longer with more complex social care and health needs (see Section 3 - p12).

Improving Health and Wellbeing in York - Our Strategy 2013-16

The Strategy acknowledges that 'Our population is ageing and will place increasing demands on health and social care services' and has established one of its five priorities as 'Making York a great place for older people to live'.

- Support for adults with learning disabilities and complex needs. A growing number of young adults have become the responsibility of adult social care over the past four years (see Section 4 - p24).
- Raising awareness and improving our understanding of the full range of mental health needs in the city is a priority under our Health and Wellbeing Strategy (see Sections 5 - p28).

We are working hard to meet the challenge of providing better support and services to an increasing number of people, with greater pressure on resources. Building strong communities is important in York, alongside working to protect vulnerable people as we know there are many people who need help to lead full and independent lives. Our commitment is to stimulate a diverse and active local market, where high quality social care provision is combined with harnessing the enterprising spirit of local people in strong and self-reliant communities.

Diversity

York has a strong economy though *'whilst two-fifths of residents are relatively well off... around 13,000 of our residents reside in the most deprived 20% of areas'* (1) and in 2011 York's BME population was 9.8%. We want services to be responsive to diverse needs, so that people have equal ability to benefit from support in order to improve personal outcomes.

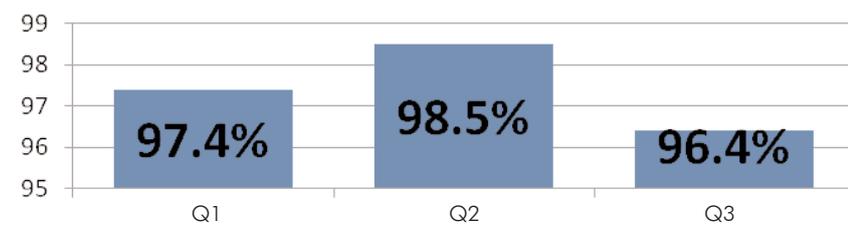
Quality and outcomes

Re-wiring Public Services involves undertaking an outcome based service review to ensure the council understands what it is that is currently being delivered and measuring quality and effectiveness. In Adult Social Care we will continue to seek high quality services and support for local residents that offer value for money. Quality assurance will remain a key part of our business through our quality assurance framework and customer surveys.

What our customers tell us

Every quarter 25% of home care customers whose care is provided through the council, are contacted to answer questions about service quality. A total of 611 customers were surveyed between April and December 2013 who reported a consistently high level of satisfaction with the overall quality of care received.

% of satisfied customers 2013-14



They commented on good quality carers who delivered a reliable service. Carers were respectful, ensuring that the specific day to day needs of the customer were met.

"Some of them really do go the extra mile."

"They take their time to give me what I need. They're always asking how I am. They usually make me a cup of tea too!"

1 - Les Newby and Nicky Denison, 2012, A Better York for Everyone - findings and recommendations, The Fairness Commission York, p3

There were a small minority of customers who were dissatisfied. These tended to focus on problems with punctuality and with knowing which carer is coming.

One of the strengths of the home care survey system in York is that it encourages constructive feedback from customers to care providers, as well as dialogue about concerns. In the most recent survey, around 21% of customers had raised an issue or made a complaint in the previous three month period. Complaints included concerns about missed calls, punctuality of carers, and inconsistency of carers and carers' skills.

What (unpaid) carers have told us

There was a review of commissioned services for carers in York in summer 2013:

There was overwhelmingly positive feedback about the value to carers of all the services which are commissioned for carers in York.

There were also comments about gaps in services especially those providing breaks and emotional support. There was a very clear message that all services need to be more coordinated:

Joined-up services

Generally, carers would like better coordination across organisational boundaries, less demand in terms of assessments and paperwork and a more holistic approach:

- "There should be better integrated working between adult, children's social services and health"
- "Carers still have to support someone with mental ill-health and do so without support themselves"
- "Finding the right way into the system and services is the hardest thing"

Financial Challenges

- City of York Council has dealt with very large reductions in funding in recent years making savings of £67.2m between 2007/08 and 2013/14.
- Over the period 2011/12 to 2014/15 Adult Social Care will have received £6.5m in growth towards its pressures but will also have contributed £13m in savings towards the council's efficiencies.
- There is a £7m savings target for Adult Social Care in the period 2014/15 to 2017/18.

As a local authority York's key priority is to create jobs and grow the economy to enable local people to have a high quality of life for themselves and their families. The challenge is to respond creatively to the implications for adult social care at a time when public funding is reducing and the numbers of people who fund their own care will increase. This is driving the move towards changing our role as a local authority. Facilitating capacity building within local communities, for example through awareness raising and increasing peer support networks to reduce social isolation, will increase. Older people will increasingly be funding their own care in a number of ways including using pensions, savings, insurance policies and investments.

York has a low overall spend as a local authority and a history of seeking value for money. We have one of the lowest net spends of all unitary authorities on Adult Social Care amounting to £235 per head of population. We can expect money to transfer from health to social care budgets in coming years, however there is a clear expectation that it must deliver benefits by meeting both health and social care outcomes.

Key messages in our MPS

We aim to help people to remain healthy and independent in their own communities for as long as possible, by working towards delaying the need for care. Driving greater integration between health and social care is a key commitment. We are exploring jointly commissioning health and social care services from 2015 with the Vale of York Clinical Commissioning Group. The Better Care Fund has been set up to support councils and Clinical Commissioning Groups to deliver their local plans for integrating health and social care and is a vehicle to help us deliver this, which is a core purpose of the Health and Wellbeing Board. People should access personalised support which meets outcomes and is better coordinated, making the best use of resources.

Personalisation

Personalisation is a way of thinking about care services which puts people at the centre of understanding their needs, choosing their support and having control over their lives. We are committed to making support choices personal for the people. We encourage organisations to adopt the principles and approaches of the Think Local Act Personal Programme, including the Making It Real 'I Statements'. (2)



Connect to Support is a local web based resource where people can find out information and directly purchase services and support. We want businesses and providers to sign up to the website to increase the information and choices that people can make.

York has already transformed many traditional services by moving away from provision in buildings and towards tailoring support to individual aspirations and outcomes. Individuals will increasingly use personal budgets and direct payments, purchasing support to achieve their outcomes.

Prevention and modelling future demand

We have developed a local model for York that predicts the likely future demand for care home places for older people with complex needs. This underpins our development of a new care village and care home and links to the predicted impact of preventative initiatives, which contribute to delaying the need for people to enter care homes. Our intention as a council is to develop a wide range of support which intervenes as early as possible, so that adults in York can live independently for longer. Principles of effective preventative services that we will commission include providing tailored, cost effective support, which is provided at the appropriate time. A well selected, trained and supported workforce is a key part of an effective approach.

Support for carers is central to our preventative approach

There are over 18,000 unpaid carers in York:

- 19% provide 50+ hours of care weekly - these carers are twice as likely to be in bad or very bad health as other members of the population
- 54% of carers aged 16+ are juggling paid employment and unpaid caring roles

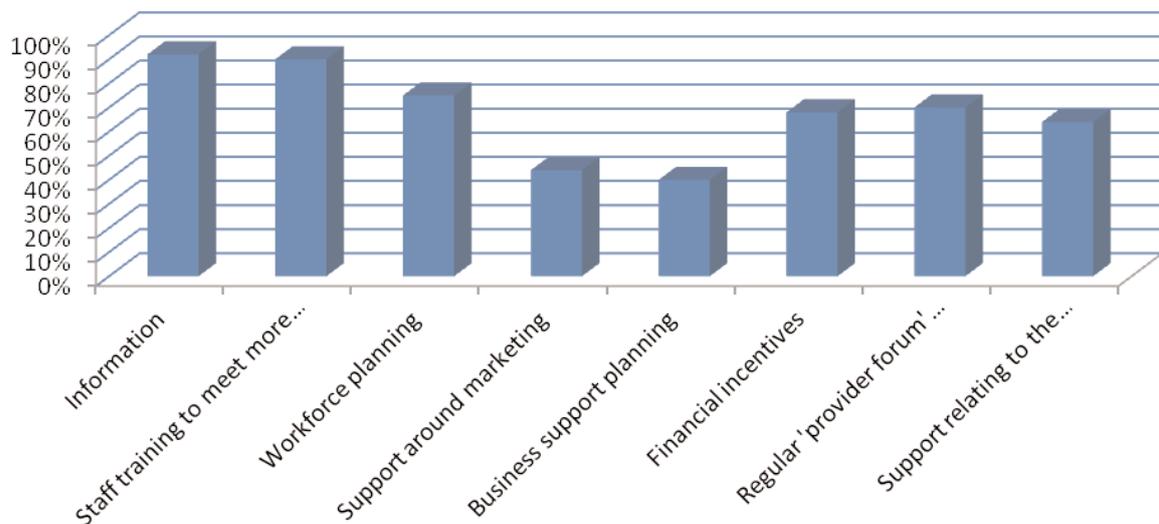
Demands on carers are likely to rise given pressure on publicly funded services and we want all providers and local organisations to be able to identify carers and direct them to sources of information and support.

To ensure a meaningful voice and influence for carers in the local health and wellbeing system, York Health and Wellbeing Board adopted 'York Carers Charter' in July 2013.

Collaboration

In summer 2013 we contacted existing provider organisations and asked them to complete a short survey. We received 40 replies and 92% of those who responded felt that information was a form of help important to their organisation and was the top answer:

What kinds of help and support are most important to your organisation?



The survey also indicates that increasing complexity of need is affecting providers in delivering services to customers.

When asked "are the following factors affecting how you provide services to customers", these were the top three answers for those replying 'yes':

- Increased demand to meet the needs of people with dementia - **82%**
- Meeting the needs of people with complex health conditions - **77%**
- Increasing frailty of older people - **72%**

Key Messages in our MPS for the whole market

- City of York Council is 'Re-wiring Public Services' which means focusing our resources on the real needs of our community, helping residents to help themselves and helping those that need help to have a better quality of life.
- Increasingly our role as a Council will be to facilitate the development of local services to enable improved choice and control for the people of York.
- There have been unprecedented budget reductions in public funding since 2010, alongside demographic pressures.
- Prevention and early intervention is one area of focus in the adult social care transformation programme: intervening early means that adults and older people can live independently for longer.
- Our commitment is to make support choices personal, promoting innovative solutions which support people in their homes and neighbourhoods.
- We welcome providers who can deliver support and services which increase social capital and take an asset-based approach when working with individuals and their communities.
- We are working towards jointly commissioned health and social care services with Vale of York Clinical Commissioning Group.
- York is developing specialist care home provision which responds to older people with complex needs.
- We want to ensure the mental health needs of all adults are identified and all customers know how to access support.
- The Council's Workforce Development Unit offers a range of learning opportunities and is committed to the development of a skilled, confident and competent adult care workforce by working in partnership with providers and local organisations.

Older People

Key Messages

Future demand

- Demand for care will rise, with entry likely to be later in people's lives.
- Public funding will not rise.
- York has a high proportion of people aged over 80, an age group likely to access social care services due to dementia and the likelihood of having more than one health condition (co-morbidity).
- We will continue to work with health partners to reduce demand on acute health care by supporting community health and social care.
- York's 'Better Care Fund' integration plan has three elements: an Intensive Support Team combining health and social care staff; shared care records; and a single access point.
- We are working towards jointly commissioning health and social care services with Vale of York Clinical Commissioning Group in 2015.

Supply

- York is committed to continuing to develop as a 'Dementia Friendly City': developing locally based diverse responses is important for people with dementia and complex needs.
- York is developing care home provision which responds to older people with complex needs.
- Self-funders form a high proportion of those currently accessing social care services in York, who will benefit from support to make well informed decisions about their care.
- We will encourage people towards 'self-care' which means taking an active part in managing the support they might need to meet outcomes and promote wellbeing.
- York is committed to improving ways of working with health partners to deliver a seamless service that reduces emergency admissions to hospital where possible.
- There is a high demand for funded support enabling carers to take breaks.
- Demand for day-time support for older people with complex needs and dementia remains high.
- Technology will play an increasing role in supporting vulnerable people.

Market development approaches and opportunities

York would welcome the following:

Integration

Providers who can meet health as well as social care needs.

Innovation

Providers who can consider diverse service delivery models such as social enterprises and other methods of building social capital.

Dementia

Providers, local groups and organisations who can work towards the ambition of making York a dementia friendly city through raising awareness and developing the capacity of communities to respond to the needs of people with dementia and their carers.

Response times

Providers who can demonstrate fast response times for those in urgent need.

Information

Providers, local groups and organisations who can offer assistance to people seeking information and advice in order to help customers and carers make informed decisions about the care they purchase.

Prevention

Providers who are committed to developing preventative approaches and advise and guide older people and their carers to these sources of support particularly in wards with high numbers of very old people.

Self-care

Providers who promote 'self-care' by encouraging people to be actively involved in supporting their own wellbeing and by taking an asset-based approach in providing services and support.

Social isolation

Providers, groups and organisations who can work innovatively on the impact of loneliness on older people.

Mental health and wellbeing

Providers, groups and organisations who take a proactive approach to identify mental health needs and support the mental wellbeing of all customer groups.



This growth in those aged 80 and over is partly due to increased longevity. There is also evidence that York's higher than average rise may be attributed to the very elderly who often no longer drive, moving out of surrounding rural areas and into York. Cuts in public transport in North Yorkshire and East Yorkshire may have contributed to this, alongside older people wanting to live closer to health facilities. Demand for services and support from older people is expected to rise, with entry in services likely to be later in people's lives.

Funding Care

Public funding will not increase, eligibility thresholds have risen, and new approaches to respond to demand are necessary, in a market where more people will self-fund their care and support. York has a high level of self-funders in the care home market, 70% compared with the 45% national estimated average.

Self-funders and home care

We contacted 11 home care providers in October 2013 and received 4 responses. An average of 24% of total customers in York were self-funders across all the organisations that submitted a response, with most people purchasing support with personal care.

Innovation and Integration

The rising numbers of very old people living in York means many of these individuals are likely to have both health and social care needs. In Haxby & Wigginton, a ward with a high proportion of very old people, an innovative scheme has been aiming to build community capacity and integrate health and social care support. This includes a Multi-Disciplinary team in health and social care and a specific development project to engage local businesses and groups to promote greater understanding of dementia.

Local support in Haxby

An Emergency Plan has been developed giving a procedure to follow if anyone is found looking lost and wandering. Local shops can ring a local cafe who coordinate a community response and link with the local GP practice as necessary.

Changing Times

There has been a reduction in the numbers of adults receiving residential care in York since 2009, with an increase in provision of community-based services.

All Ages 2009-10 2010-11 2011-12 2012-13

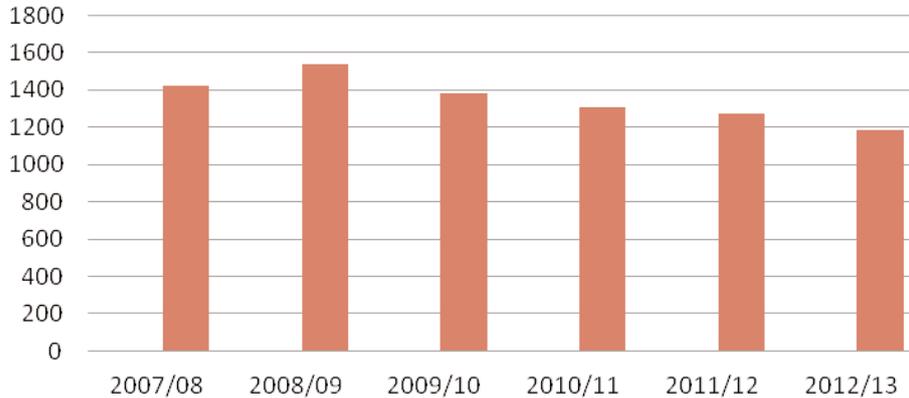
	All Ages	2009-10	2010-11	2011-12	2012-13
Community-based services		5977	6175	6168	6381
Residential care		728	746	693	694
Nursing care		423	445	441	438

We want to encourage more people to manage their own support and maintain their wellbeing in their home and community. Community alarm and telecare services support over 2,900 people. Our specialist reablement homecare service was set up in March 2012. Since then 60% of those using the scheme go on to maintain their independence without the help of paid carers. It is thought that without this service there would be greater demand for home care.



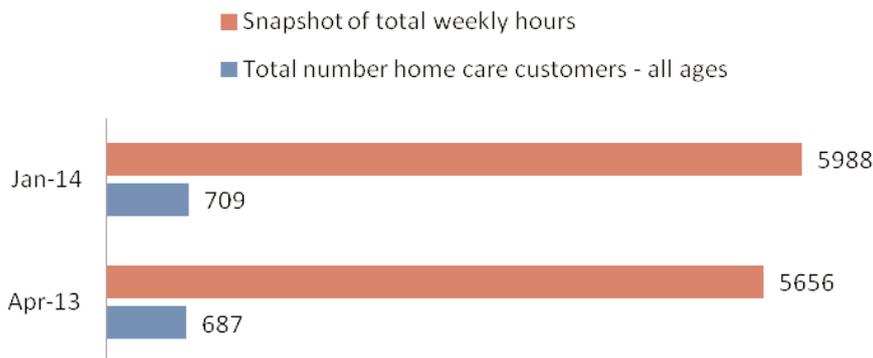
There has been a gradual decline in the overall numbers of older people receiving home care between 2009 and 2013.

Total number of customers 65+ receiving homecare during the period



However, there is a rising trend in the total numbers of hours of care delivered, which may be due to the increasing complexity of need. A snapshot comparing data for a week in April 2013 with a week in January 2014, for all customer groups, shows both an increase in customers and hours delivered.

Snapshot comparison April 2013 and January 2014 total weekly home care hours delivered customers - all ages



Loneliness and Social Isolation

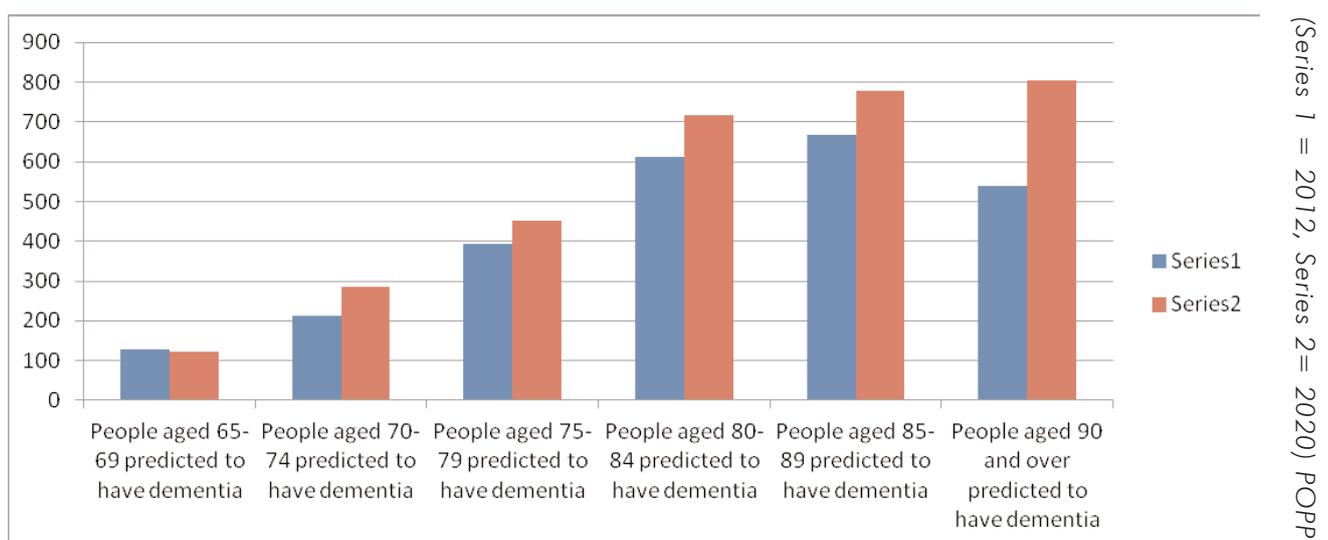
The Joseph Rowntree Foundation's (JRF) action research project has highlighted how loneliness can adversely affect physical and mental health (3). The project has looked at four neighbourhoods including one in York. The Campaign to End Loneliness (4) states that older people who are lonely are more prone to early admission to care homes. The JRF project has produced a 'Can do' guide suggesting what can be done at a neighbourhood level which outlines the kinds of community initiatives we would like to encourage in York.

Developing a Dementia-friendly City

People are living longer and there will be an associated rise in the numbers of people developing dementia, because the risk increases with age. York has made a commitment to becoming a dementia friendly community, where people are included and can become independent in their communities due to increased understanding and improving sources of support.

The 'Dementia Without Walls' action research project supported by the Joseph Rowntree Foundation looked at how York could become more 'dementia friendly' and has since been promoting ways in which it can become more so (5).

Predicted increase in number of people in York with dementia 2012 compared to 2020



3 - Katy Hole, 2011, Loneliness Compendium: Examples from research and practice. Joseph Rowntree Foundation York

4 - <http://www.campaigntoendloneliness.org/>

5 - Janet Crampton, Janet Dean & Ruth Ely (2012) Creating a dementia-friendly York, Joseph Rowntree Foundation, York

Black and Minority Ethnic groups and older people

York's BME population in 2011 is recorded at 9.8%, however the proportion drops to 4.5% for those aged 50 and over. Heslington, where the University of York is, ranks within the highest 7% nationally for number of residents born outside the UK, indicating that York's high number of students make up a significant element of the BME population of those under 50. The highest non-white group is Chinese, accounting for 1.2% of the population. This means that whilst the number of older people from BME communities and their carers is relatively small, all sources of support and services need to take into account their specific needs and aspirations.

Current Supply

Accommodation-based services for older people

There are 24 registered care homes in York and the market is shaped by a very high level of self-funded placements, at 70%. There is also a high occupancy rate of 95 - 98% compared with a national average of 82%.

Registered care home places in York September 2013

	External Providers	In-house	Total
Number of Homes	17	7	24
% of Homes	71%	29%	
Number of Places	912	243	1155
% of Places	79%	21%	

There is limited capacity to meet the demand for care home places for people with dementia in York. The council's remaining seven Elderly Peoples Homes are no longer fit for purpose and our modernisation programme will lead to these closing. Work to model future demand for care home places up to 2030 assumes an upward pressure on demand, given a growing older population, increased longevity, and an increase in those with complex needs. The development of a care village and care home is underway providing for 162 customers, including 20 respite beds.

Other Accommodation

There are 5 dedicated housing with 'extra care' services in York providing 194 apartments/places. Four of the schemes have support provided by a small City of York Council in-house service and one scheme, not managed by the Council operates using a local homecare provider. A review of the schemes is due to be concluded in Spring 2014 with all aspects of support provision and housing management under review. York also has 39 sheltered housing schemes providing accommodation for over 1,000 people.

Home Care

Our homecare framework has been in place since 2010 and has 11 providers supplying up to 6,000 hours weekly. This has led to better coordinated allocation through a placement hub and basing the service on meeting outcomes. Usually, supply meets demand and York has good coverage from home care providers across the city. The council has strong partnerships with provider organisations.

Zero hours contracts

Authorities who move away from zero hours contracts may be challenged by increased costs at a time when efficiencies are required in adult social care.

We will maintain our dialogue with local providers about zero hours contracts to make sure services remain flexible and that staff are protected appropriately. See page 37 for information about the Living Wage.

Fifteen minute calls

These have been under scrutiny but in some cases they meet the needs of customers, for example when administering medication is the required outcome.

We recognise concerns about the use of 15 minute calls. We will continue to make sure that these are used appropriately when meeting customers' outcomes.

A survey undertaken in 2012 by the Association of Directors of Adult Social Services (ADASS) found that:

- **51% of councils commission home-care by 15-minute visits**
- **19% by minute intervals**
- **15% by units of 30 minutes**
- **14% by units of 1 hour**

However 15-minute visits only proportionately represents 16% of all home-care visits procured by councils.

From 'A survey of adult social care procurement practice carried out by ADASS in 2012'

Reablement

Over the past year we have worked with health colleagues to reduce the number of delayed discharges from hospital, through improved communication, joint working and increasing the availability of reablement. However, this remains an area where York performs poorly in comparison with the rest of the country. We aim to develop our work with health partners to deliver a seamless service that helps reduce emergency hospital admissions where possible.

Our reablement home care service is provided by an external partner and our shared approach to the service delivers good outcomes for customers. This service has been in place since October 2011 and focuses on providing an intensive, time limited period of assessment and support including the provision of equipment, community alarms and telecare.

Day Support for Older People

Community based day support has been developed in York since 2012. Six existing social day clubs commissioned from the voluntary sector were attended by 106 clients as at June 2013. An additional 5 'extra care' groups were commissioned from local providers from February 2012 with 74 places available. There is a high demand for day support and evidence suggests that supply does not meet demand for carers of people with dementia, who benefit from regular daytime breaks.

The market needs to be able to respond to the increasingly complex needs of older people who remain living at home, some of whom will need regular support. Value for money will be important at a time of financial restraint both for the council and local people, many of whom are self-funders.

Preventative Services for Older People

The council commissions a range of direct access support from voluntary sector organisations, for example: information and signposting service for people aged 50 and over; a carer resource centre providing a range of information, advice and specialist services; and a peer support scheme for people with dementia and their carers. We will encourage more people to develop self-care, alongside encouraging community initiatives that support people in their neighbourhoods.

Technology and New Delivery Models

York's community alarm and equipment service will be launched as a social enterprise called 'Be Independent' in 2014, as part of the council's plan to modernise its approach in an increasingly competitive market. The service is available to any vulnerable adult who would like to feel safer and stay in their own home. A snapshot in October 2013 records over 2,900 customers receiving community-based support through 24-hour community alarm and telecare services.

We are keen to encourage diverse service delivery models such as social enterprises and other methods of building social capital, which can also deliver efficiencies and improve services for customers.



Adults with Learning Disabilities

Key Messages

Future demand

- There will continue to be young people moving into adult services annually, who require support to meet significant and complex needs, through accessing high quality services which provide value for money.
- Public funding is under review and innovative solutions are welcomed to meet the financial challenges in supporting adults with learning disabilities.
- Working towards greater inclusion is needed to make sure services, sources of support and employment opportunities in the community become accessible to adults with learning disabilities.

Supply

- Information and knowledge about learning disability and autism is not as widespread as it could be.
- York is committed to developing communities that respond to and support all vulnerable adults, including those with learning disabilities and autism.
- Consultation visits with tenants with learning disabilities have indicated success factors about how staff teams can operate in a way that leads to improving quality.

Market development approaches and opportunities

York would welcome providers and other local organisations to consider the following:

Innovation

Developing new, innovative and cost effective approaches to support people with learning disabilities do the things they want to do.

Information and awareness-raising

Taking a proactive role in raising awareness about learning disabilities and autism, so that local communities are aware of what is needed to help people access activities and support.

Winterbourne View Review

Persistence in seeking to provide high quality care that safeguards all individuals.

Improving quality

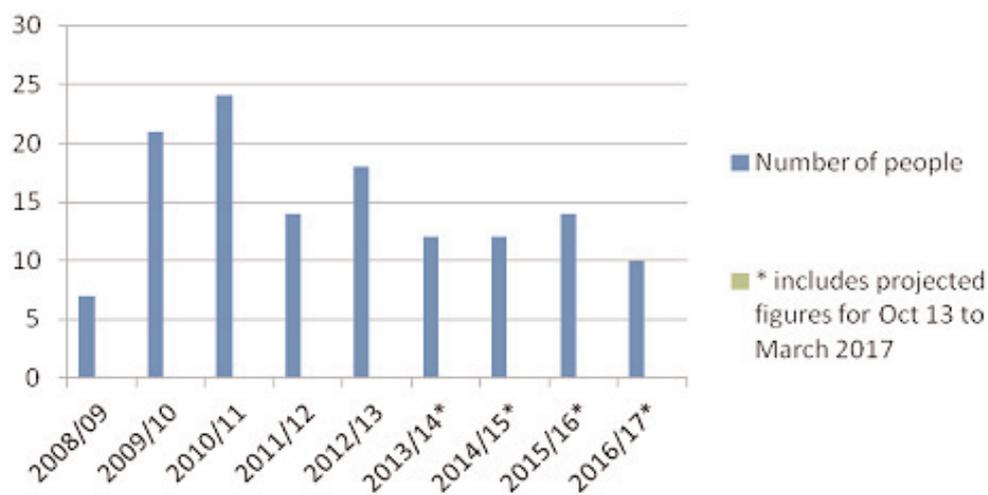
Auditing against success factors established through consultation with people with learning disabilities:

- an established staff team combined with a forward thinking manager;
- services where staff are enabled to lead and take responsibility;
- services where staff have a 'can do' attitude;
- services where staff receive good quality training.

Future demand

The council provides care and support to approximately 500 adults with a learning disability and data shows that the percentage of adults with learning disabilities in York is in line with the average for England.

Young people with learning disabilities who have transferred to adult service provision since April 2008 and projected figures for October 2013 to March 2017



In recent years adult social care services have responded to meeting the needs of a relatively high number of adults needing intensive support due to young people moving from children's to adult services, including some with complex needs. The current projections from our transitions team show a gradual overall decline in this trend over the coming years. Every year an average of around 13 young people leave the city's specialist school for children with moderate and severe learning difficulties. These young adults move on to further education, employment or day activities of their choice.

Current supply

Changing services

Over the last 15 years York has implemented a programme of modernisation to services and support, including accommodation provision for adults with a learning disability. Some large day centres have closed and support has enabled individuals to access community activities. In the city 47% of all adults with learning disabilities who are known to social services, are tenants of the property they live in, compared with 17% nationally. There remains a number of council provided community based day services and a six-bedded respite service for people with complex needs.

The Winterbourne View Review has raised the profile of how people with learning disabilities, particularly those who also have mental ill health and challenging behaviour can receive inadequate care. York is working with North Yorkshire County Council through the Joint Strategic Commissioning Group (Winterbourne), to review and identify any themes and gaps concerning the assessment and review of adults under the Concordat (6). This provides an opportunity to emphasise how all those involved in providing social care services and support, should persist in seeking to provide high quality care that safeguards an individual's dignity and rights.

6 - Department of Health, December 2012, DH Winterbourne View Review - Concordat Programme of Action. DH London

Funding care

With reducing resources we need to look at how we can continue to encourage people to do the things they want to do, but find new ways which cost less. We will be looking at promoting for example, peer-based support, circles of support and increasing co-productive approaches.

There is a good relationship with local providers and regular provider forums hosted by the Adults Commissioning and Contracts Team.

Autism

Nationally it is estimated that around 1% of the adult population are affected by autism. By 2014 an estimated 1,290 people with autism will be living in York. Many people with autism are able intellectually and lead independent lives. Others require a lifetime of specialist support due to having an associated learning disability. Currently social care professionals estimate that around 180 adults with a diagnosis of autism are known to social services including 35 with Aspergers Syndrome. It is likely that some adults living with autism in York do not have a diagnosis. Awareness of autism needs to increase in all organisations including health, as well as groups providing adult social care services and support. There are opportunities to build community capacity to identify and support adults with autism in their communities and neighbourhoods.

York Autism Strategy indicates an increase in diagnosis when children are at school which will lead to an increasing proportion of people with autism reaching adulthood with a diagnosis. Providers and community groups would benefit from building awareness and understanding about autism in order to increase the likelihood of people with autism accessing appropriate support in their communities.

Developing aware, accessible and responsive communities

We want to work with innovative organisations in developing more aware and responsive local communities. For example, people with disabilities may welcome safe havens within the city, as well as help points and/or welcoming meeting points. York already has a number of Changing Places toilets which are different from standard disabled toilets. They are designed for people with profound and multiple learning disabilities and their carers and other disabled people who cannot use standard accessible toilets. Good communication, signage, and customer service, as well as businesses improving their accessibility are all ways that can begin to help people maintain links and build connections.

Adults and Mental Health

Key Messages

Future demand

- York is in the process of developing a more robust picture of the mental health needs of adults with an in depth analysis or 'deep dive' being completed for the 2014 Joint Strategic Needs Assessment.
- Some adults are more prone to experiencing mental ill health and many people with long term conditions develop mental illness.
- Current data for York records a statistically significant higher than average number of adults with depression and a high number of adults with dementia in comparison to national figures.

Supply

- We are committed to the importance of a personalised approach and developing support options that meet individual outcomes.
- We will be developing our collaboration with health services who are the lead commissioners in supporting working age adults.
- We will encourage all adults to understand their condition and encourage self-management to maintain good mental health.
- We are committed to increasing responses which support mental wellbeing within people's local communities.

Market development approaches and opportunities

York would welcome providers and other local organisations to consider the following:

Identification

Identifying the mental health needs of all adults who use services and their carers, with awareness of people who are at higher risk of developing mental ill-health.

Information

Ensuring all adults have access to the information and advice they need about how to access appropriate support to maintain their mental wellbeing.

Tackling stigma and discrimination

Raising awareness about mental health and the promotion of mental wellbeing for all, through community initiatives which help people to become less isolated and access local support.

Integration

Improving ways of working with health partners to provide a more joined up and responsive service.

A personalised and recovery based approach

Services and support need to be flexible, person centred, and focussed on recovery so that people take as much control as possible in arranging their own support and working towards personal goals and outcomes.

Prevention

The development of innovative, low level and low cost initiatives (such as peer support models) that help promote mental well-being, prevent relapse and reduce reliance on more specialist provision.

Partnership Working

Strong, wide ranging partnerships need to be developed to work innovatively on the factors affecting mental health, including housing, poverty and employment.

Involvement

How to actively involve people with mental health problems in service design and delivery.

Future Demand

The Mental Health Foundation states that 1 in 4 people in the UK will experience some kind of mental health problem in the course of a year. It is estimated that at any one time there are around 25,000 York residents experiencing mental health problems ranging from anxiety and depression to enduring psychiatric disorders. This figure includes people with dementia. In general we would expect demand on services to rise in line with population growth.

What we know about mental health needs in York

The 2012 Joint Strategic Need Assessment (JSNA) identified that whilst information is available about people with severe mental health needs there was not a robust picture of the extent of mental health needs in York. Work for the 2014 JSNA is underway to develop a detailed picture of current models and provision in health and social care. This will inform changes that might be necessary to improve outcomes for customers.

There is a significant difference in life expectancy for those living in the most affluent areas of the city, compared with the least affluent. Mental health and wellbeing is affected by a range of factors including housing, poverty and employment, leading to the need to work in wider partnerships beyond adult social care and health service agencies.

What customers are telling us

Whilst there is generally good feedback about the services currently available in York, there is concern about the length of the waiting lists for psychological therapies and counselling. There is also concern about the availability of in-patient beds in York and the potential to receive treatment out of area. People highlight the need for good information and a choice of interventions.

People who are more likely to experience mental ill-health

Some people are more at risk of developing mental ill health than others, for example there is a higher rate of depression in women than in men. Other groups at higher risk are people with long term physical health conditions and unpaid carers. A report published by the Kings Fund ⁷ in 2012 (7) estimated that 12-18% of all NHS expenditure on long-term conditions is linked to poor mental health and wellbeing.

Mental health problems are the largest single source of disability in the United Kingdom, accounting for 23 per cent of the total 'burden of disease' (a composite measure of premature mortality and reduced quality of life) (Department of Health 2011b)

A Carers UK survey in 2011 recorded 87% of unpaid carers stating that caring has had a negative impact on their mental health with experiences of stress and depression.



7 - <http://www.kingsfund.org.uk/publications/long-term-conditions-and-mental-health>

It is also thought that there is a high prevalence of depression in people with learning disabilities, but that diagnosis can be a challenge for professionals, especially in people with limited verbal communication.

The overlap between long-term conditions and mental health problems

Mental health problems - 20% of the population of England

- 46% of people with a mental health condition have a long-term condition

Long-term conditions - 30% of the population of England

- 30% of people with a long-term condition have a mental health problem

Levels of mental illness in York

The Community Mental Health Profile for 2013 records that in York the percentage of adults 18-and-over with depression is 'significantly worse' than the average for England based on 2011/12 data. The percentage of adults 18-and-over with dementia is similarly recorded as 'significantly worse' than the average for England.

For providers and local organisations working with all adult customer groups, awareness of promoting mental wellbeing and identifying symptoms of mental ill health is important. We welcome an approach that ensures all adults know how and where to access support for their mental health needs including low level support, through to primary and secondary care.

Current Supply

Transforming services

'No health without mental health' was published in 2011 and captures the government's ambition to mainstream mental health in England. In January 2014, a 25 point action plan 'Closing the Gap' was launched aiming to improve mental health support. We recognise the importance of a personalised approach and City of York Council is reviewing in-house social care provision which includes accommodation based support; a day-service; accommodation pathways; training and education; and a 24-hour telephone support line. There are currently thirteen in-house supported living places, including two non-hospital crisis admission beds and short break support. The Mental Health Support Line provides 24 hour telephone support to people who have been referred to the service. It takes an average of up to 200 calls per week, with in excess of 7,000 people currently referred to the service.

In 2012/13 there were 85 units of specialist mental health supported accommodation or floating support commissioned through early intervention services and 170 service users in total attended the in-house day service, with an average of 68 people receiving a service on a weekly basis. A training leisure and education service is commissioned from the voluntary sector. A generic advocacy service includes support for people with mental health problems and the local Carers Centre supports carers of people with mental health needs. There is an Independent Mental Health Advocacy (IMHA) and an Independent Mental Capacity Advocate (IMCA) service, as well as a small carers counselling service which are all commissioned from the voluntary sector.

Integration

We have a jointly managed health and social care service for working age adults. Community Mental Health Teams are undergoing reorganisation to provide a streamlined approach through two locality teams with a single 'front door'.

Adults with Physical and Sensory Impairment (PSI)

This section provides a very brief overview of the current demand and supply relating to this service area. A review of aspects of service delivery is due to be undertaken in 2014 as part of the council's 'Re-wiring Public Services' programme and an update will be provided in summer 2014.

Key Messages

- The integration of health and social care services will contribute to better coordinated support for people with physical disabilities and/or sensory impairments.
- Improving access to good quality information and advice will enable people to make good decisions about purchasing equipment and support.
- Factors affecting demand for health social care services include the impact of lifestyle choices which can lead to health conditions such as obesity and type 2 diabetes. This may lead to increased demand for support in the future.

Future Demand

In the year up to 2013 a total of 808 people aged 18 - 64 years received a local authority service due to physical disability and/or sensory impairment being their primary need. The growing number of people with long term conditions means the likelihood of an increasing number of adults and older people with some degree of physical and/or sensory impairment who may be in need of support.

Supply

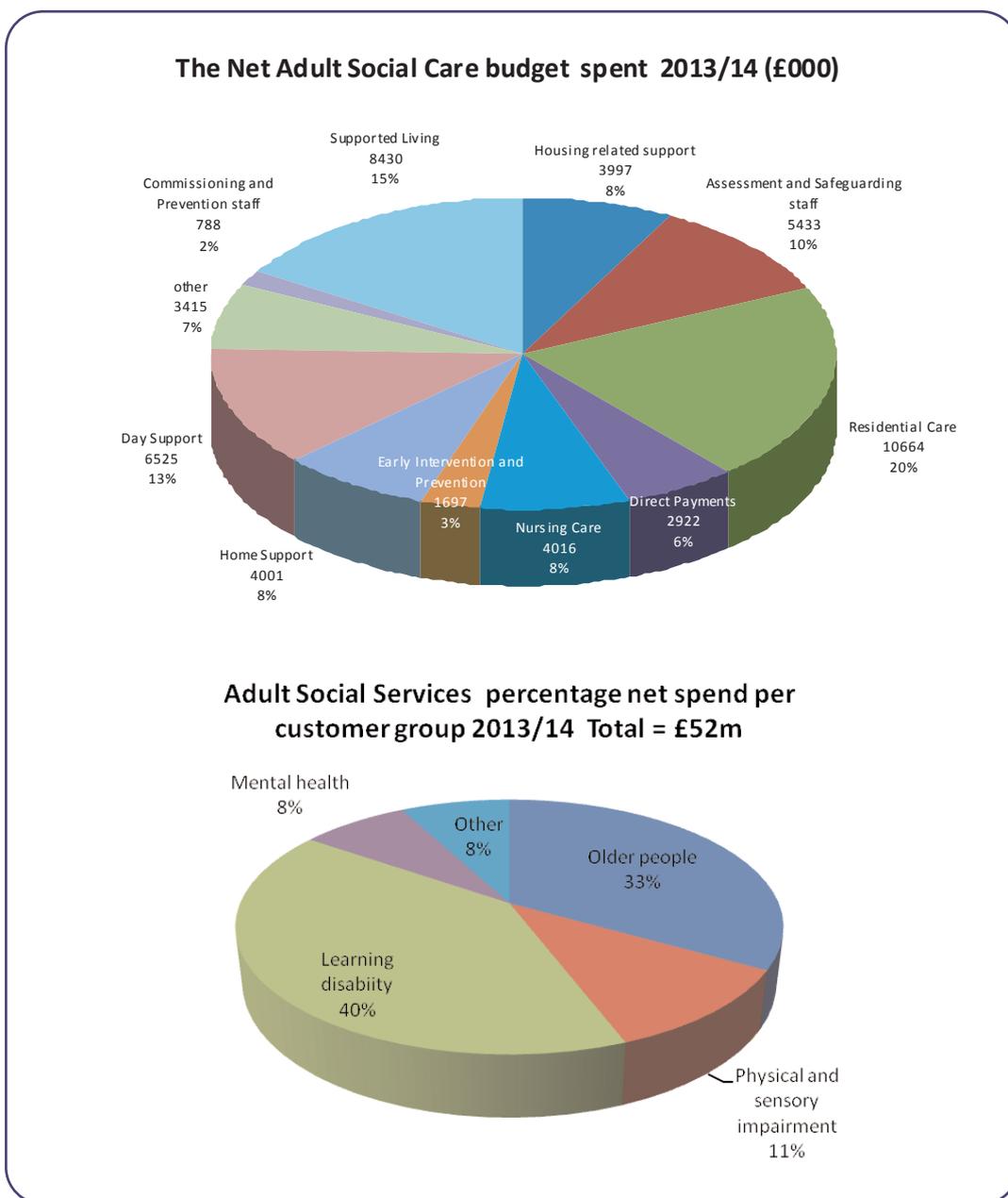
There has been a gradual decrease in referrals to the occupational therapy service over the past three years and aids and equipment are increasingly available in ordinary retail outlets at low cost. Small-scale specialist services are provided by the voluntary sector to people with visual and hearing impairments, though there is no specialist provision for people with Dual Sensory Loss.

Resources

Financial analysis

The adult social care budget will have contributed £13m in savings between 2011 and 2015. Over the period 2007/08 to 2013/14 City of York Council has made savings of £67.2m and is required to make further savings of £23.4m in the period 2014/15 and 2015/16.

The 2013/14 net budget for adults is £52m.



Personal budgets and direct payments

Customers whose needs have been assessed and are eligible for publicly funded support are offered personal budgets or direct payments and the take up of these is increasing in York. At the end of September 2013 over 1,700 customers were receiving a personal budget or direct payment of whom nearly 20% were adults with a learning disability and 8.5% were carers receiving direct payments.

Workforce

It is estimated that there are around 7,300 jobs in adult social care in York. Whilst a significant minority, 38.2% of the workforce are unqualified, this is lower than the figure of 43% for England as a whole. Figures for York show that 30.6% of the workforce hold an NVQ level 2, which is above the national average for England of 24.6% and 47% moved into their role after 2010. We know that the longer staff stay in a role, the greater their chance of completing training and gaining qualifications. Increasingly the workforce will need skill sets to work with people with more complex needs and customers have raised the need for better training and development of personal support assistants. Health and social care integration may have an impact, though the nature of this is not yet clear.

The staff turnover rate in York is 29.5 % compared with 21.7% nationally. Recruitment costs have been estimated at £3,000 per worker, which can have a significant impact on business costs. Staff turnover also affects users of services, who benefit when staff groups remain consistent. York has the highest staff turnover rate in the region, with North Yorkshire coming in a close second at 26.6%.

Turnover is particularly high in services providing residential care with nursing for older people, in line with regional and national levels. York has higher turnover in domiciliary care services than regional and national rates.

Over 26% of the workforce is aged 55 or over in comparison with 22.1% in England, meaning a significant proportion of the workforce will retire over the next ten or more years. There is a need to attract younger people into the sector and work to retain them. People under 35 represent 24.2% of the workforce in York, compared to 28.7% nationally.

Adult Social Care Staff turnover rate (October 2013) NMDS data

	All adult social care	Adult domiciliary	Adult residential	Older people care home with nursing
York	29.5%	33.9%	33%	43.6%
Yorks/Humber Region	20.4%	25.5%	21.8%	43.9%
England	21.7%	29%	21.3%	45.3%

The social care workforce is predominantly female, making up 81.8% of York's workforce, in line with national figures, whilst 51% of the overall population is female. In January 2013 two thirds of job seekers allowance claimants were male, indicating potential to attract men into what has been traditionally a female dominated workforce.

The Council is committed to adopting the Living Wage for services it commissions and will be looking to implement this in line with next tender/contract requirements for services provided to the Council.

Many people juggling unpaid caring and paid employment leave their jobs. Research highlights the financial difficulties they can go on to experience, alongside the high cost to the public purse, estimated at £1.3 billion annually. Nearly a quarter of the social care workforce in York is aged 50 - 59 and it is reported that 1 in 4 women in their 50s are carers.

It is highly likely that a proportion of employees within the social care workforce in York will be juggling paid work and unpaid caring roles. Evidence shows that it makes good business sense for employers to support unpaid carers, as this improves staff morale, staff retention, and reduces absenteeism throughout the workforce.

Workforce: our offer to providers and local organisations

The adult care workforce in York includes anyone who supports York citizens with their care and support needs, both paid and unpaid. It's very diverse including organisations in the voluntary, statutory, private and independent sectors, as well as unpaid carers and staff employed directly by individuals receiving direct payments.

The Workforce Development Unit (WDU) sent out a training needs analysis in 2013. Of the 26 organisations who responded, over 92% accessed WDU's training and 45% of responders had taken advantage of e-learning solutions.

Our vision is to improve the quality of people's lives in York by developing a skilled, confident and competent adult care workforce who are able to deliver truly person centred care. We want a workforce who can work in partnership with carers, families and communities to support individuals to retain and regain their independence, providing care and support with skill, compassion and imagination.

We will achieve this through:

1. A skilled and competent workforce
2. Working together
3. Strong and effective leadership
4. Knowing what we need from our future workforce
5. York Workforce Development

There are wide ranging and high quality learning opportunities available for providers across the city, details of which are available in our training prospectus and cover courses which support Quality Practice, Conditions, Safeguarding and Mental Capacity together with Health, Safety and First Aid. For full details of the courses on offer, details of e-learning opportunities and useful information please see our website: www.yorkworkforcedevelopment.org.uk

The Future

Re-wiring Public Services

In February 2014 the council's cabinet agreed to the scope of the Re-wiring Public Services programme of change. This aims to make sure services are fit to meet the current and future needs of residents and will support the council to achieve its budget savings. It is recognised that there has to be a fundamental redesign of processes and systems. To achieve the very best outcomes for residents the council has to transform the nature and delivery of services. It is anticipated that this approach will ensure that council budgets are targeted to priority areas of service, that budgets are balanced and that the foundations for further growth are built.

Residents and providers will be invited to contribute to the design of services from the outset. It is hoped that this will lead to further involvement from all in the actual production and delivery of services. Partners will also be invited to collaborate with the council to identify the advantages of alternative service delivery models.

Re-wiring Public Services principles:

- **Involving our communities and residents more in shaping outcomes and services;**
- **Building community resilience and self reliance, but with support when needed;**
- **Investing in the voluntary and community sector to create mutual confidence and trust; and**
- **Greater use of data and evidence to enable residents, people and communities to drive their own decision making.**

In Adult Social Care there will be a number of projects working towards transforming service delivery in York. Areas that reviews will be taking place in are:

- Prevention and Early Intervention
- Information and Advice
- Assessment and Care Management
- Community Provision
- Integration with Health

We will be able to share further details with partners during 2014. A link to the Cabinet report is on page 41.

Integrating Health and Social Care

In January 2014 an initial draft plan for the Better Care Fund was presented to the Health and Wellbeing Board proposing transformation of the local health and social care system.

"Our vision is to create a health and social care system with our residents very much at the centre of all our practice, with support that is joined up around them."

York's integration plan is focused on three elements:

- The development of a pilot Intensive Support Team made up of health and social care staff.
- Shared Care Records - so people "only have to tell their story once".
- Single Access Point - a health or social care lead professional accountable for the individual as they move between health and social care services.

The approaches will be developed and tested in 2014/15 with delivery planned for 2015/16.

York Collaborative Transformation Board has been in place since May 2013 in order to progress and govern the integration plan and reports directly to York's Health and Wellbeing Board. The Transformation Board is committed to a continuing programme of engagement with residents, patients, providers and other stakeholders.

A link to the report about the Better Care Fund is below.

Continuing the dialogue

We held a 'Provider Event' on 25th February 2014 to introduce 'Shaping Care for York' which was attended by over 40 people. Discussion took place about how best to engage with provider organisations as the above programmes of change move forward. It was felt that a variety of methods are useful including forum meetings, individual discussions with commissioners and events focussed on specific issues.

Further information

- For more information about the Market Position Statement contact the Adults Commissioning and Contracts Team on 01904 554661 or email adultscommissioningandcontracts@york.gov.uk
- 'Shaping Care for York' and updates available at: http://www.york.gov.uk/info/200157/adult_social_care
- York Local Account for Adult Social Care http://www.york.gov.uk/info/200157/adult_social_care
- Connect to Support York - enables people to look up information and advice, find local activities and groups and shop for support services and products www.connecttosupport.org/york
- Better Care Fund - January 2014 report to York's Health and Wellbeing Board - <http://democracy.york.gov.uk/ieListDocuments.aspx?CId=763&MId=7384&Ver=4>
- Re-wiring Public Services - February 2014 report to City of York Council Cabinet - <http://democracy.york.gov.uk/ieListMeetings.aspx?CId=733&Year=0>

