

# Reading Borough Council's Market Position Statement for Adult Social Care

March 2015



**Reading**  
Borough Council  

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Working better with you

# Introduction

## Purpose of the Market Position Statement

Reading Borough Council is committed to stimulating and supporting a diverse, active care market where innovation and high quality care are encouraged and rewarded, and where poor practice is actively discouraged. This is an important role for the Council, and a key part of shaping the kind of place Reading is for people to live and work.

The Market Position Statement aims to support this by:

- giving an overview of the local care and support market - helping providers to better understand local needs and services.
- identifying any new or emerging opportunities, including known gaps.
- signal the strategic priorities and future commissioning intentions of Reading Borough Council, and how these align with the Council's priorities in the Corporate Plan 2015-18.
- opening a dialogue between the Council and local providers about how we can work together to meet developing local needs.

The Market Position Statement is for any existing or potential providers of care and support for adults, from all sectors, regardless of whether they are currently offering services in Reading or commissioned by the local authority.

## Developing the Market Position Statement

Developing the market for care and support is a shared activity that extends beyond the Council. For market shaping to be successful, it needs to be built on engagement with other local commissioners, service providers, service users and residents more widely, to shape and realise our vision and priorities for the market in Reading.

The input of local providers is key to the development of Reading's Market Position Statement. We recognise that market shaping is an ongoing task and we will regularly work on the Statement with the involvement of providers. This will help us to develop commissioning strategies to shape the vision further and give clear strategic plans. Any updates will also be informed by our ongoing engagement with service users and their families, and by changes to our knowledge of local needs.



The Care & Support Conference in September 2014

We expect the Market Position Statement will be increasingly influenced and used by our colleagues in NHS commissioning organisations, reflecting our shared intention to progress towards greater integration and joined-up commissioning.

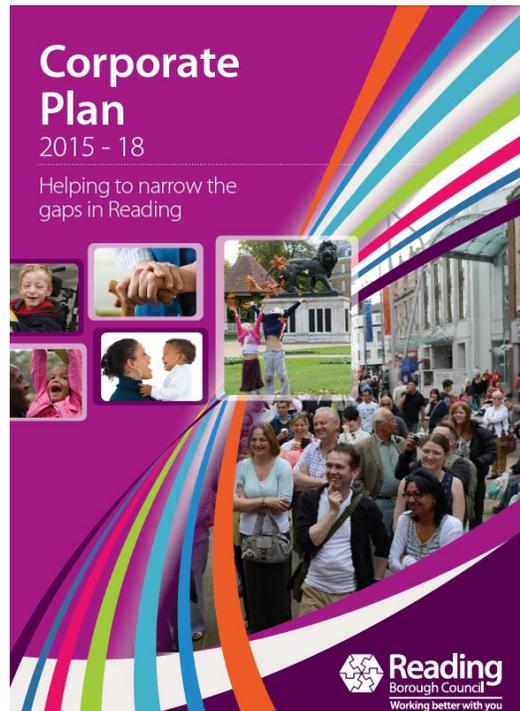
# The Council's Corporate Plan 2015-18

The Council's new [Corporate Plan for 2015-2018](#) sets out the Council's vision and ambition across all its services:

**We will narrow the gaps in Reading to ensure that everyone can benefit from its success**

The Corporate Plan sets out how the Council will aim to meet this ambition, in the context of reducing budgets and the local demographic profile, including:

- A 9% increase in residents in the borough since 2001 to 159,200
- An estimated 24% increase in population by 2050 to 193,065
- A steady rise in the number of people aged over 65 and over 85



The Council's key commissioning intentions for care and support in Reading in the Market Position Statement are aligned with the priorities in the Corporate Plan, including:

- Ensuring that all vulnerable residents are protected and cared for;
- Enabling people to live independently, and also providing support when needed to families;
- Ensuring care and support provision is effective and of good quality;
- Building capable communities for local people to become more involved and help themselves
- Changing the Council's service offer to ensure core services are delivered within a reduced budget so that the council is financially sustainable and can continue to deliver services across the town;
- Co-locating services with partners to have better joined up services and community hubs so that residents have better access to services.

# Our Strategic Approach to Adult Social Care

In September 2014 the Council's Policy Committee agreed the strategic direction for Adult Social Care in Reading for the next 3-5 years. Fairness and independence are at the heart of this vision, ensuring we help people to thrive and lead fulfilling lives.

More detail on the Strategy is available in the Committee Report ([published here](#)), but the eight drivers below will be the focus of our approach:

## Community Based Solutions

We will always aim to help people to continue to live in their neighbourhood and community where this is feasible and affordable.

## Focused use of Resources

Our interventions will offer the right level of support according to a person's assessed needs.

## Safeguarding & Risk Management

The essence of our work will be to ensure that we are balancing risk to empower and safeguard our service users.

## Work with Providers

We will work with our providers and with our in-house teams to build a philosophy of care that focuses on outcomes.

## Partnership with Health Services

We need to continue to develop an integrated and outcome-focused approach to our work with all our health partners.

## Spending Public Money Wisely

We will focus on finding the most affordable price that can deliver us the quality that our service users require.

## Knowledgeable and Informed Workforce

We will support the development of a workforce which can deliver this vision, including staff within the Council and those who work for organisations who provide services on our behalf.

## Valuing Carers

We will ensure that carers are informed of their right to have a carer's assessment which they can have either together with their cared for person or separately.

# Strategic Context

There are three significant priorities that are the focus of the Council's current activity in Adult Social Care:

## Implementing the Care Act

The Care Act will have a significant impact as the Council implements the changes locally. Notable changes from April 2015 include:

- New rights for carers to assessments and support in their own right.
- Changes to the assessment and support planning process, including new national eligibility criteria.
  - New duties for local authorities to prevent needs developing or worsening and to work in a way that is 'integrated' with health services.
- New responsibilities for shaping the local market and responding to provider closure because of a business failure.

There will be further changes to the way that people pay for care from April 2016. The detail of the 2016 changes is still to be finalised, but it includes a cap on the amount someone pays for their care in their lifetime and a rise in the amount of capital (such as savings and investments) a person can have and still receive financial help with their care home costs.

## Integration of Health & Social Care

Reading Borough Council already works closely with partners across health services (including the two Clinical Commissioning Groups, Royal Berkshire Hospital and Berkshire Healthcare Foundation Trust) to deliver care and support in an integrated way. The Integration Programme is delivering Reading's plans for further joint working, including those set out in the local Better Care Fund submission. Reading's plans include:

- Hospital at Home - an intensive short-term service offering support and treatment as an alternative to hospital admission or to enable early supported discharge from hospital
- Residential and Nursing Home Support - improving consistency and quality through training and GP and pharmacy support to reduce hospital admissions
  - Discharge to Assess beds - enabling patients to be discharged from hospital for community-based support, to give time to assess their needs and for individuals and families to make decisions about long-term support.

## Delivering Savings

As set out elsewhere in this document, the Council is working to ensure that it can deliver Adult Social Care to those who need it in the context of increasing demand and reducing budgets.

The Council has already made significant savings and will continue to work with partners to do more over the next three years. This will be delivered through an greater emphasis on prevention and independence (supported by our Reablement service) and through making the most use of universal and community-based services to help people to build, retain and recover skills.

# Financial Context

## The Council's budget

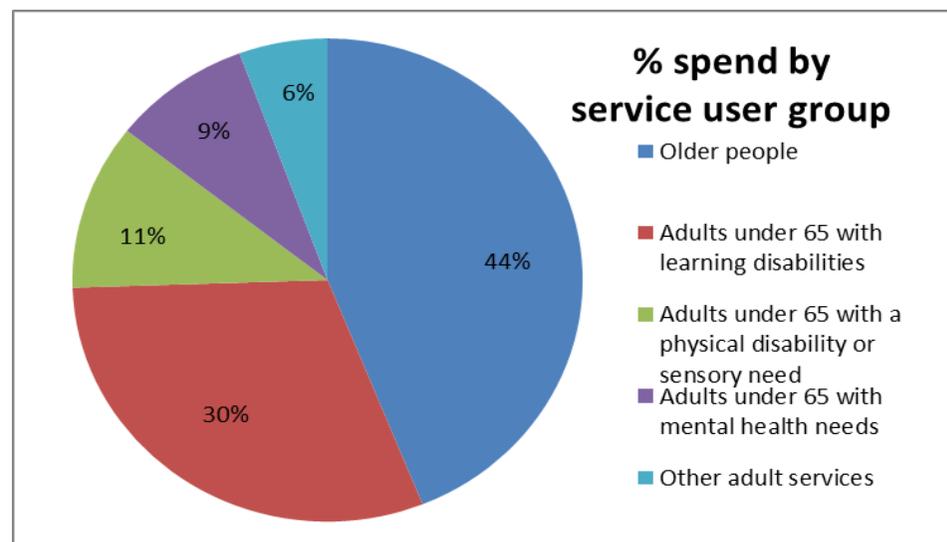
The combination of cuts in Government funding and increased demand on key Council services from a growing population means that, like many other local authorities, Reading Borough Council is addressing financial challenges. We have saved £45 million from the overall Council budget since 2010 and we plan to make further savings of £10m this year. Our current forecast of the savings the Council still needs to make in 2015-18 is approximately £28m. The work to meet this challenge is ongoing; the Council's 2015-16 budget will set out our latest plans to meet these savings, including proposals to deliver £8 million of savings and income proposals that were agreed by the Council's Policy Committee in September 2014.

## Adult Social Care spend

Reading's Adult Social Care's gross expenditure for the 2013-14 financial year was £54m (PSSEX 2013/14) - the largest area of spend within the Council. The growing demand for support and the need to implement the Care Act means that the Council's budget in this area will continue to face increasing pressure. We need to work closely with our partners to help us make further savings over the next three years by changing the way we work.

When Adult Social Care spend is broken down by service user group, the largest area of spend (44%) is support for older people. Within the budget for supporting older people, residential and home care are the areas with the highest level of spend.

A significant change introduced by the Care Act is the cap on care costs, so that more people who pay for their own care will become eligible to have their care paid for by the Council in the future. It is thought that Reading has a lower number of "self-funders" compared to neighbouring councils, but this will still introduce increasing demand for Adult Social Care services. Supporting people to make informed choices and working with providers to meet these needs appropriately will be an important element in controlling future Council spend.



# Working with Providers

We recognise that our ambitions mean that we are placing a high expectation on providers, and that the Council has a role in providing support with this. Our offer of support to providers can be understood in four parts:

## Supporting Staff Development

We support the professional development of the workforce through the Council's Learning and Workforce Development Team. The team provides a range of support, including a subsidised training programme and fully funded access to Safeguarding Adults Level 1 training. Online training is available, and "train the trainer" programmes to support providers to develop their in-house resources. The team also offers advice and guidance on training, including access to resources, individual support and information, and local and regional initiatives such as 'Skills for Care' regional network meetings. More information can be found at [www.reading.gov.uk/pvittraining](http://www.reading.gov.uk/pvittraining). Through our Integration Programme we are keen to explore alternative ways of working with providers, and we are scoping options for alternative delivery models including generic workers, 7 day working and a model of self care. Some of this work will extend across the other local authorities in Berkshire West and NHS partners.

## Supporting Quality

The Council's Quality Team in the Commissioning service leads the work to support providers with continuously improving their services. We work intensively with any providers that fall below the expected standards of the Council or the Care Quality Commission to ensure a consistent quality across all providers. Increasingly we want to work proactively with providers to address issues early, and we will use our quality process and discussions with providers to support this. More detail on this work can be found in the '[Quality](#)' section.

## Supporting Diversity

We are keen that we have a range of providers in Reading, and we will adapt our approach to ensure we support providers of different sizes and across different sectors in the best way possible. We regularly review our procurement approaches to ensure that these do not create unnecessary barriers to smaller providers. The Council supports and works with Reading Voluntary Action in their role to strengthen Reading's lively and varied voluntary and community sector.

## Information Sharing and Engagement

We invite providers to attend a number of forums and events that offer an opportunity for information sharing, feeding into the Council's plans, networking and supporting others. More detail about these can be found in the '[Engaging with Providers](#)' section.

# What's Important to Service Users?

From the range of ways that we engage with and talk to service users, families, carers and the wider population about their views and priorities for care and support (see [‘Engaging with Service Users’](#) for more detail), we have gathered a large amount of information about what is most important to the people who use care and support services:

## **Personalising support**

Services users are increasingly using personal budgets to arrange their care, and this has allowed new information about people's preferences for support services to emerge. This tells us people prioritise support that gives them as much contact as possible with family, friends and their communities, instead of more institutionalised support.

## **Support to stay at home**

When we interviewed people using homecare services in 2013, most people said how important their service is to enable them to manage their daily lives. Family carers also valued the service to give them help with certain tasks or provide a ‘back up’ service so they are able to take breaks. Although most people described their experiences of home care as positive, there were also a number of issues which were shown to need improving. These include the timeliness of visits, consistency of care workers and training for care workers.

## **Support to access services in the local community**

Our last consultation on preventative services showed there were a range of views about the most important support, showing that it is important to offer choice and a range of provision. The *Let's Talk Care* consultation in 2013 showed that day care and activities for older people are valued services and older people want support to stay in touch with their communities.

## **Neighbourhood Focus**

Recent cross-Reading feedback from older people has been that they want to be able to access more services from local places like GP surgeries, community centres and libraries. Patient and service user groups support the idea of care services being ‘clustered’ at a local level.

## **Support to find employment**

People of working age with long-term health conditions including learning disabilities, autism, mental health needs and physical disabilities, have told us that they would like more support to help them find work and stay in work when they get a job.

## **Living independently**

Users of Supported Living services have highlighted that being able to live independently was a key outcome for them, with help to manage money and maintain their flats rated as very important. Family carers also talked about how they valued that supported living helped their relatives to develop social networks and maintain skills to live independently.

## **Integrated Services**

We know that people who need support want to tell their story only once, with professionals who work together and share pertinent information to ensure that the support they receive is relevant, timely and coordinated.

# Local Needs & Demand - Reading

Changes to the population and the levels of need will impact on the future of care and support services, both nationally and locally. A summary of what's known about the local need and demand is presented here. Much more detail on local needs is available in Reading's Joint Strategic Needs Assessment (JSNA) - [www.reading.gov.uk/jsna](http://www.reading.gov.uk/jsna)

## Reading's population is increasing

Reading has a population of 155,700 people living in 62,900 households (2011 Census). This is a 9% increase over the previous decade, and it is predicted that the population will continue to grow to 161,800 in the next 10 years.

From 2001 to 2011, there was a particularly significant increase in the 0-19 age group. The 30-59 age group increased but at a slower rate of change than over the previous decade. The 60-74 age group increased by 8%, and there was a slight decrease in the 75+ age group.

## Reading's older population is increasing steadily

POPPI (Projecting Older People Population Information System) estimated that there were 19,400 people aged 65 years or over living in Reading in 2014. There are higher numbers of people aged 65 or over in North (Peppard & Thames wards) and West (Tilehurst & Norcot wards) Reading. POPPI projects that Reading's 65+ population will continue to increase, to 26,700 in 2030:

	Projected figure and % increase on 2014 (POPPI data)				
	2014	2015	2020	2025	2030
All people aged 65 plus	19,400	19,400 (+0%)	21,200 (+9%)	23,800 (+23%)	26,700 (+38%)
People aged 85 plus	2,900	2,900 (+0%)	3,400 (+15%)	4,100 (+30%)	4,800 (+40%)

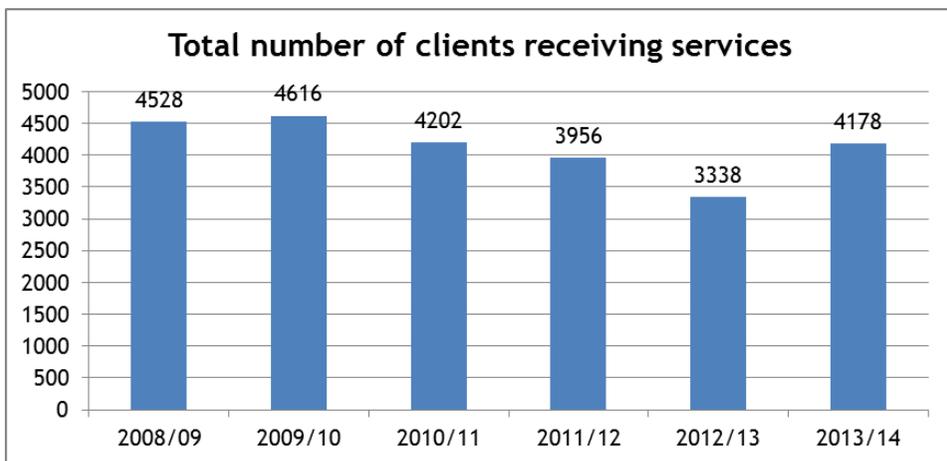
## Reading is becoming increasingly diverse

According to the 2011 Census, a greater proportion of the population in Reading (33%) is from minority ethnic backgrounds than nationally (15%) or across Berkshire West (18%). Trend data suggests that the greatest increase in the BME population in Reading over the past nine years has been in the Asian and Asian British population and the Other White Background populations.

13% (RAP 2013/14) of Adult Social Care clients in Reading are from a BME group. This is a higher proportion than the regional and national averages. The majority of these clients are Asian or Asian British, or Black or Black British. For clients with mental health problems, the proportion of clients in Reading who are from BME groups increases to 24%.

# Local Needs & Demand - Adult Social Care

In 2013-14, 4178 people received Adult Social Care services in Reading - either provided or commissioned by the Council. This doesn't include the number of adults who receive support from community based 'preventative' services (some of which are commissioned by the Council), where adults may use these services instead of or in addition to formal social care.

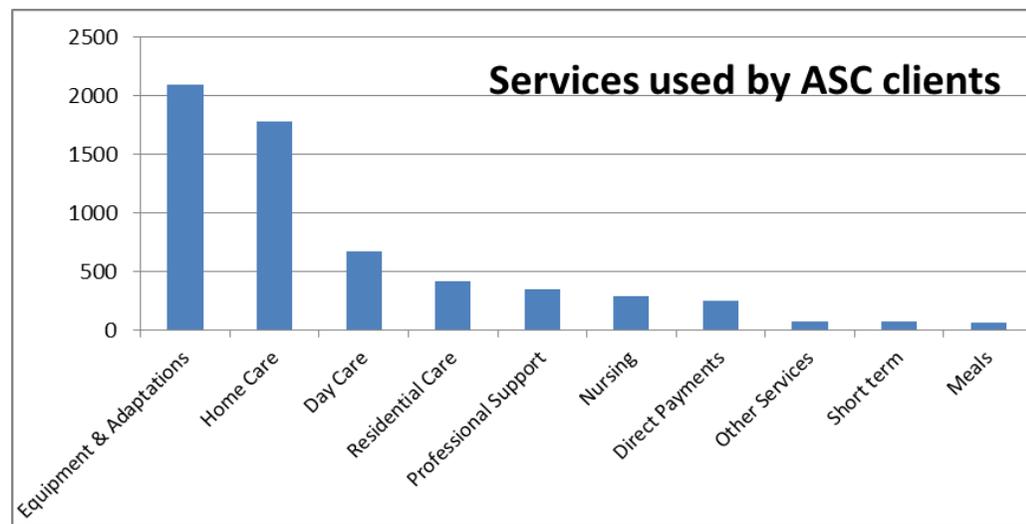


The number of people using Adult Social Care services had fallen from 2009-10 because of a change in the eligibility criteria and the success of the Reablement service. The numbers have increased between 2012-13 and 2013-14, and the population data presented above suggests that the number will continue to rise in future years.

The majority of people - 62% - using Adult Social Care services are 65 and over (RAP 2013/14). For both people of working age and older people, the most common care need is physical disability, frailty and sensory needs. Mental Health and Learning Disabilities are more common care needs for people aged 18-64.

While demand is dropping for traditional care services, people are increasingly looking for support to help them carry on with activities they enjoyed before they became frail or unwell. There is a national trend towards more people choosing support to keep living at home (such as equipment and adaptations), with more flexible care arrangements to suit their needs, rather than moving to residential care.

The main types of care services used by people (RAP 2013/14) breaks down into the following categories:



Further information in Reading's Joint Strategic Needs Assessment 2014: [Borough Profile Overview](#)

# Older People

Older people are the largest single group receiving services from Adult Social Care, comprising 62% (RAP 2013/14) of all users of services. Spend on older people is 44% (PSSEX 2013/14) of Adult Social Care's gross budget. Of the older people using Adult Social Care services last year, the majority needed support because they had become frail on account of age.

There is a higher ratio of elderly clients with physical disabilities in Reading than there is nationally. This suggests that, although the population of older people in Reading is smaller than the national average, there may be a higher-than-average level of need within this population.

While Reading's over 65 population is expected to grow steadily, the increase will not be as steep as in the other Berkshire local authorities, with the neighbouring local authorities of West Berkshire and Wokingham both having higher and more rapidly increasing 65+ populations.

The impact of the population growth across Berkshire will be significant for Reading when considering the development of new care businesses or the expansion of existing businesses within the borough, as services will likely be in greater demand from people beyond our borders.

**Further information in Reading's Joint Strategic Needs Assessment 2014:**

[Independence in Older Age](#)

[Transport Accessibility for Older People](#)

[Falls and Mobility](#)

[Access to Social Care/Personalisation](#)

# Physical Disabilities & Sensory Needs

7,194 people in Reading aged between 18 and 64 are estimated to have a moderate physical disability and 1,969 of these are estimated to have a severe disability. PANSI (Projecting Adult Needs and Service Information System) estimates that this will increase by 8% and 12% respectively by 2030.

In 2013-14, a total of 623 people aged 18 to 64 with a physical disability and/or a sensory need accessed social care services (RAP 2013/14). The large majority of these (95%) received community-based services. In 2013 there were 378 people in Reading registered as Deaf (including 16 children); 424 people registered as Blind (20 children) and 50 residents registered with Dual Visual Impairment & Hearing Impairment. More people with visual impairments are assessed than people with hearing loss.

Evidence shows that people living with long term health conditions are at increased risk of hospital admission, and our plans to work with health colleagues on developing local services to reduce emergency admissions and facilitate hospital discharge are very relevant to this section of the population.

**Further information in Reading's Joint Strategic Needs Assessment 2014:**

[Physical Disability and Sensory Impairment](#)

# Learning Disabilities

PANSI estimates that 2576 adults (18-64) in Reading have a learning disability and that this will rise to around 2672 people by 2030. In 2013-14, 449 people with a learning disability accessed social care services (RAP 2013/14). 90% of these were aged between 18-64 years.

69% of adults with learning disabilities in Reading are living in their own home or with their family, compared to the national average of 75% (ASCOF 2013-14). Reading's strategic intention is to increase this percentage, reducing the number in residential placements where appropriate. Reading will also continue to work to increase the number of adults with learning disabilities in paid employment, although the local percentage of 7.8% is currently above the national average.

Further information in Reading's Joint Strategic Needs Assessment 2014: [Adults with Learning Disabilities](#)

## Autism

92 adults eligible for social care services are known to have a diagnosis of autism. Of these, 75 also had a learning disability and one was known to mental health services. It is known that this is a very small proportion of the number of people in Reading who have autism; as a spectrum condition, many people with autism are below the threshold for social care support, or may not have a diagnosis. Getting specific data on people with autism is problematic, but the number of children and young people diagnosed with autism suggests that prevalence is increasing.

Further information in Reading's Joint Strategic Needs Assessment 2014: [Adults with Autism](#)

# Mental Health Needs

In 2013-14, 545 Adult Social Care service users aged between 18 and 64 needed support primarily because of mental health need - a significant increase from 322 service users in 2012-13 (RAP 2013/14). The vast majority of people (95%) received community-based services, and the number of people with mental health problems supported in residential care in Reading has almost halved since 2010.

Mental health provision does not reach all sections of the population evenly, with those living in deprived areas, older people, and black and minority ethnic groups (BME) tending to face barriers to access. 85% of people with mental health needs being supported live in their own home or with their family and 15% of people with mental health needs are in paid employment, both higher than the England average.

1,535 people who are registered with GP Practices in Reading are recorded as having schizophrenia, bi-polar disorder or other psychoses. This equates to a significantly lower proportion of the population than the national average but a higher proportion than the average in the NHS Berkshire West area.

At the Council's Mental Health Conference in November 2014, the key priorities for service users and carers included access to information and advice, training for professionals to break down stigma, access to preventative support in order to avoid a crisis, quick access to crisis services, and support for carers.

Further information in Reading's Joint Strategic Needs Assessment 2014: [Mental Health](#)  
[Mental Health in Old Age](#)

# Drug & Alcohol Dependence

According to Public Health England, the estimated number of heroin and/or crack users in England and Wales has fallen since peaking in 2005-06 at 332,090 to 298,752 in 2010-11. In the same period, the estimated number in Reading has risen slightly from 1,271 to 1,363, with the rate per 1,000 population remaining stable (12.36 in 2005/6 and 12.38 in 2010/11).

Reading has a high and growing demand for drug treatment, with a higher rate of drug users amongst its population compared to other areas. Around 5.5 people in every 1,000 living in Reading were in drug treatment during 2012, a higher rate than the national average, the South East region and the average of local authorities with a level of deprivation similar to Reading's. Over 35% of non-opiate and 8% of opiate drug users leaving drug treatment are successful completers.

Key data supplied through information collected nationally indicate that Reading has significantly higher incidence of binge drinking and alcohol related crime, and a higher rate of Incapacity Benefit or Severe Disability Allowance claimants who cite alcohol use as their main medical problem.

**Further information in Reading's Joint Strategic Needs Assessment 2014:**

[Drugs Misuse](#)  
[Alcohol](#)

# Carers

The 2011 Census identified 12,211 carers in Reading. Of these, 21% (2600) were providing unpaid care for more than 50 hours per week. The Census showed there was a small increase in the percentage of Reading's population which is providing unpaid care from 7.7% in 2001 to 7.9% in 2011.

Reading still has a lower proportion of its residents involved in unpaid care than either the South East average (9.8%) or the England & Wales average (10.3%). This is probably because Reading has a younger than average population overall.

Carers are at risk of having poorer health than non carers and of struggling to maintain their own wellbeing outside their caring role. Young carers are at an increased risk of social isolation, poor school attendance and becoming NEET (not in education, employment or training).

Giving carers information about the support available to them helps to reduce these risks. The Council is anticipating contact with a greater number of carers in the future, because of the changes in the Care Act that increase the rights of carers to have an assessment and support for eligible needs in their own right.

Some carers are under represented in the groups using support services currently. Extra effort needs to go into reaching these 'hidden' carers, including those from minority ethnic backgrounds.

**Further information in Reading's Joint Strategic Needs Assessment 2014:**

[Carers](#)

# Reading's Market for Care & Support

This section presents the current market for care and support, the trends, and the areas identified for future development. In Reading. It includes any planned commissioning intentions for the Council and timescales where these are available. The Council's usual rates or typical costs for different services but these are intended as a guide only, as costs will vary depending on the assessed needs of an individual and the Council's rate for services are always under review as we aim to make the most effective use of resources.

Providers told us that they want to be able to easily see the detail about the service(s) they deliver, and so this section is organised by the type of care. However, we need to start thinking more about a person's pathway through care and support in line with the Council's 3-5 vision for Adult Social Care, rather than segmenting by different types of service.

The list below identifies the Council's key commissioning priorities, which are explored in more detail in the relevant section:

- Increasing Extra Care Housing across Reading
- Reducing the use of residential care use and the costs of placements
- Increasing provision for people with dementia
- Increasing nursing home places
- Developing home care services, focusing on quality by working with a smaller number of providers and implementing the Ethical Home Care charter
- Continuing to increase supported living options, while improving quality through the Supported Living Accreditation Select List (SLASL)
- Expanding the Council's 'Shared Lives' scheme
- Improving how we engage with service users & carers
- Improving the quality of service delivery across care and support services
- Working with voluntary sector organisations to make sure people can access services that prevent their needs from becoming more serious
- Increasing the use of Direct Payments to buy care and support services, including support to help people to do this

# Community & Preventative Services

Reading has a strong focus on promoting and supporting access to community and preventative services, including those that provide information and advice. A very wide range of services and organisations contribute to the prevention agenda, which can help support people to stay well, to reduce risk of health needs developing or worsening, and to manage complex conditions.

## Current Provision

Our Adult Social Care services are there for all adults who need support to stay well or live independently in the community, and we work with Children's Services to support anyone providing unpaid care to someone with an illness or disability. The Council's Adult Social Care service includes:

- Free advice and information about local care and support services and other support, and how to access these
- Up to six weeks free of intensive support with the reablement service staffed by health and social care professionals. This aims to help people regain independence following an illness or injury.
- Simple services such as equipment and emergency alarms for people having difficulty in carrying out routine tasks. The assessment for this is free, but there may be a charge for some pieces of equipment.



Reading Older People's Day October 2014

Reading's Adult Social Care service offers direct support to organise care for those with higher level needs. In addition, and primarily through our allocation of grant funding to third sector organisations, we consider the needs of the wider population. Reading has a strong voluntary and community sector that delivers a wide range of support and services. This sector can often offer support to those with care and support needs that might not come into contact with Council services. The Council's Adult Social Care service is committed to supporting these services, and spends £1.28m a year on preventative services from the voluntary and community sector. In 2014/15, the Council had funding arrangements across 34 different organisations to deliver diverse provision for different communities and people. The services provided fall into the broad categories of:

- Information, advice and advocacy
- Support for carers
- Early intervention to prevent or slow a deterioration in health
- Support for people with care needs to live independently
- Strengthening social connections with communities for vulnerable adults

The Council is currently completing the tender for a provider of floating support, which aims to support people to live independently. Floating support is one element of the Council's support for vulnerable people to reduce homelessness and prevent their future need for care and support.

# Community & Preventative Services

The Council takes the view that there is an ongoing need for specialist day care for older people, although demand has been falling recently. To support older residents and groups to access other community opportunities in their local area, the Council has officers focused on developing older people's services in neighbourhoods. This approach has been very successful in Caversham and Southcote, and is now being extended to South Reading.

'Universal' services in the areas of community safety, health and well-being, housing, training, sports and leisure can all play a key role in helping people to stay safe, well and independent. This is recognised throughout the local authority and there is a strong corporate commitment to providing and promoting services which are appropriate for and accessible to adults with disabilities, long term conditions or caring responsibilities. For example, supporting wider awareness of autism and improving opportunities for people with autism to live fulfilling lives is a key part of the Council's draft Autism Strategy, building on the recent tender for a supported employment service for people with learning disabilities, including autism.

## Areas for Development

The Care Act gives local authorities new responsibilities to arrange services which prevent or delay the need for care and support. It also strengthens the duties to provide information and advice. The Council is reviewing its current approach to prevention against these new duties, and working with service users, carers and providers in the voluntary and community sector to revise the priorities for preventative services. These priorities will be the framework used when the Council invites voluntary and community sector organisations to bid for grant funding in 2015.

Independent advocacy is a new requirement introduced by the Care Act, and the Council will work with a range of local voluntary and community sector partners to ensure there is sufficient provision to in Reading.

The Council is keen to promote greater links between organisations offering community and preventative services and more formal care and support providers. The potential for greater partnership working across different sectors will be facilitated in part by the development of a neighbourhood cluster model (a workstream in the Integration Programme), that aims to bring together the services around a particular community. The ongoing development of the Reading Services Guide is another element in supporting organisations to connect to different organisations that might support their service users.

## **Reading Borough Council's Future Plans:**

- Agree the revised priorities for preventative services, and use these in the bidding process for future voluntary and community sector grant funding in 2015
- Support stronger partnerships between preventative services and formal care services
- Increase opportunities for neighbourhood working across the borough by adopting a neighbourhood cluster model and continuing to develop support for older people in their local communities
- Continue to develop the Reading Services Guide as an information and advice resource for service users and providers

# Carers Services & Support

People who provide unpaid care for a partner, family member or friend play a vital role in supporting people with care and support needs. Supporting carers to sustain the role they provide means that people can often stay in their own homes or communities for longer, when they would otherwise need more formal care and support services.

## Current Provision

During the assessment process for Adult Social Care services, carers' own needs and input are taken into account. Carers are also offered their own assessment. Depending on the individual circumstances identified, further support may be provided such as adaptations or equipment, emergency back-up, or a Direct Payment for the carer to spend on whatever the carer feels will best help to relieve the stress of their caring responsibilities.

The Council works in partnership with health services and voluntary sector organisations to provide support to carers, and to ensure that there are routes for information, advice and support available to them. This includes efforts to increase awareness of carers, supporting carers to take breaks from caring and to facilitate access to training and peer support.

Young carers aged under 19 are supported through the Council's Young Carers project. Young carers can attend age-appropriate groups to get a break from caring and support to manage their caring role.

In Reading, we have seen a 12% increase in the number of carers from 2001 to 2011. It is anticipated that the number of carers known to the Council and requesting a Carer's Assessment will increase in the future when carers gain new rights under the Care Act and the Children and Families Act in 2015.

## Areas for Development

The Care Act strengthens a carer's right to support from local authorities and to be involved in developing care and support plans. Although the Council already offers support to carers, work is underway to ensure that this support is robust enough to meet the new duties introduced in 2015. The Council expects providers to support this by becoming more 'carer aware' and reflecting this across service provision and in signposting carers to other sources of support.

We plan to work with health and social care partners across Berkshire West to build on our current joint commissioning of carers support. Our aim is to ensure a consistent range of services is available, particularly to improve the experiences of carers living in one local authority area who care for someone living within another local authority boundary.

## **Reading Borough Council's Future Plans:**

- Build on our existing approach to supporting carers to ensure we meet the new duties set out in the Care Act and are prepared to support a greater number in the future
- Work with partners across Berkshire West to deliver a consistent offer of support for carers, linked to a wider offer of preventative services

# Drug & Alcohol Services

## Current Provision

In October 2014, Reading moved to a single integrated Drug and Alcohol treatment and recovery service across the borough. The service - IRiS Reading (Integrating Recovering in Services) - is provided by Cranstoun.

The primary aim of the new provision is to modernise and produce a system that is efficient, robust, cost effective and is embedded within a wider partnership across Reading. It seeks to offer a vibrant, varied and positive experience for service users, who are affected by drug and alcohol problems, and to actively engage with the diverse range of populations and communities that exist within Reading.

## Areas for Development

The recovery model requires a more holistic, assets based approach that builds on the capacity available within a person, their family and their community. This approach requires close working between drugs and alcohol specific services, mainstream provision, and community and voluntary services. This includes links to peer support networks that can strengthen and support the recovery process.

While the Council has no plans for further commissioning for drug and alcohol provision, it will support the partnership working required to successfully embed IRiS in Reading.

# Direct Payments

## Current Provision

The Council's Personal Budget Support Team helps people to find out about services, decide the best options for them, and to develop their support plan. It will explain the difference between Personal Budgets and Direct Payments, and support service users to take greater control of the way their needs are met through Direct Payments.

## Areas for Development

The number of service users with a direct payment has increased over recent years, and the Council aims to continue this increase. This increase should be across all client groups, so that even those with higher levels of need are supported to take greater control of their support through a Direct Payment where possible. This includes service users with mental health needs where take-up is currently low, for example. The Council would like to work with providers to explore how they could provide support to service users to manage their Direct Payment.

## **Reading Borough Council's Future Plans:**

- Increase the number of service users with Direct Payments by continuing to provide help to enable people to manage their own support
- Work with providers to support a greater number of people with higher levels of need to use Direct Payments from 2016

# Home Care

Home care (also called domiciliary care) involves care workers visiting people in their own homes to give them help and support. This support can be with preparing meals, ensuring medication is taken, or helping people to get washed, dressed and out of or into bed.

## Current Provision

The majority of home care in Reading is purchased from external providers. The Council's Domiciliary Care Accreditation Select List (DASL) expires this year, and the tender for providers to be included on the new Homecare Framework is underway. The Framework will run until April 2019. The Council will typically pay between £15.50-£18 an hour for home care on the Framework. This range was calculated using the UKHCA toolkit and in consultation with providers to ensure a rate which supports payment of the living wage.

Homecare capacity in Reading is stretched and few providers are growing their business in response to this. The market is also experiencing quality issues, and providers are reporting difficulty in recruiting and retaining staff.

## Areas for Development

Reading Borough Council is committed to the principles in UNISON's Ethical Care Charter for home care services to establish the safety, quality and dignity of care by ensuring a standard of employment conditions. This includes paying staff for their travel time and training, and moving away from zero-hour contracts. The Council signed the Charter in 2014, and expects our providers to do the same.

Improving the quality of homecare is an important area of focus for the Council, including encouraging service users and staff to report poor care as a way to drive up quality. The Council is minimising the use of short home care visits, with no support package made up exclusively of 15 minute calls.

Focusing our resources on the providers on the new Homecare Framework will help us to encourage these providers to develop and grow their businesses to provide good quality, flexible services. Providers on the Framework will be expected to adhere to the Ethical Care Charter and are required to sign up to the Council's Dignity In Care Charter.

We will continue to explore how new technological solutions in Telecare can help residents to maintain their independence. We are planning to ensure Electronic Time Recording is used by all providers in 2015 to give more efficient use of time, improve risk management and address the growing issues of missed calls.

The Council's Integration Programme is looking at how home care can support people to go home from hospital sooner. This includes a project for 7 day working in a joined up way, to enable people to leave hospital and start accessing care services across the whole week.

## **Reading Borough Council's Future Plans:**

- Work with the providers on the Homecare Framework to drive up quality of services and grow capacity
- Implement the UNISON Ethical Care Charter for Home Care Services for Council services
- Introduce Electronic Time Recording in 2015
- Enable access to home care 7 days per week to enable people who are in hospital to get home sooner

# Extra Care Housing

Extra care housing is a welcome addition to the forms of housing available for older people in Reading that provides access to support, but in a way that means people retain more of their independence than in residential care. This market may be of particular interest to home care providers who are looking to diversify.

## Current Provision

In 2008, Reading Borough Council made a policy commitment to introduce Extra Care schemes across the town, to fully develop the option of Extra Care Housing and realise the benefits of using this as an alternative to residential care. A mix of commissioned and in-house provision means there are currently Extra Care Housing units available in Central, West and South Reading. The latest Extra Care Housing opened at Cedar Court in 2014.

The anticipated reduction in use of residential care in the future means that Extra Care Housing is likely to increase as an option that appeals to older people as they become frail and/or develop care and support needs. With the increasing focus on neighbourhood services for older people to complement the more traditional day care offer, the development of Extra Care also needs to be considered for its potential to contribute to meeting the needs of the wider elderly community.

## Areas for Development

The Council will continue to expand the number of units of Extra Care Housing available as an alternative to residential care, to meet the 240 units that the Council had planned to deliver in its 2008 policy commitment. The location of future developments will be considered to ensure that there is good provision of Extra Care Housing across different communities, to meet the desire of many older people to remain close to the neighbourhood where they currently live in order to maintain social and support networks.

A contract has been awarded to develop Extra Care Housing on a site in North Reading, for example. The Council will contract separately when the units are developed for the care provision at this site. Existing Extra Care Housing arrangements at Cedar Court and Oak Tree House will be re-commissioned for January 2017.

A needs analysis is planned to understand future demand and whether additional Extra Care Housing is required. This needs analysis will be carried out in 2015, and the results will inform the Council's future plans in this area. The need for Extra Care Housing that is suitable for people with dementia has already been identified, and the Council is interested in exploring options to provide this.

## **Reading Borough Council's Future Plans:**

- Continue to increase provision of Extra Care Housing across the borough, at least to up to 240 units.
- Work with providers to ensure Extra Care Housing is available that is suitable for people with dementia
- Complete a needs analysis to inform the Council's plans for any future developments of Extra Care Housing
- Raise awareness of Extra Care Housing so that people see it as a viable alternative to residential care

# Supported Living & Shared Lives

Supported Living and Shared Lives provide an alternative to residential care. These options are particularly suitable for younger people who, where it is appropriate, can live more independently in the community with access to support at a suitable level for their needs.

## Current Provision

The current market in this area is of good quality and sufficient for the borough's needs. The Council has recently completed the tender for the new Supported Living Accreditation Select List (SLASL), which will run until January 2019. There are 12 providers on the list. The Council typically pays between £13-15 an hour for supported living services.

The Reading Shared Lives scheme is run by the Council and offers accommodation and support in a carer's own home, either as a permanent placement or as respite (overnight or day care). The majority (93%) of the users of this service are people with learning disabilities.

Use of Supported Living and the Shared Lives scheme has increased over time and it is anticipated this will continue as we promote alternatives to residential care that enable people to live more independently in a local community.

## Areas for Development

The Council will work with the SLASL providers to improve quality and address any gaps in current provision. One of the aims of the new list is that the providers are committed to developing their provision to meet the range of needs in Reading. However, in the cases where someone's needs cannot be met by any of the SLASL providers, the Council is committed to looking more widely for appropriate specialist provision. We will continue to develop our Supported Living provision for people with the most challenging behaviour, as a real alternative to residential care or in-patient specialist treatment.

Supported living provision should increasingly focus on maximising people's abilities and skills. The Council has a responsibility to regularly review placements, and will use this to ensure that providers continue to focus on improving outcomes for their service users.

The Council is committed to achieving continuity of support for people when they move through different stages of their lives. We would particularly like to work with providers who can support young people through to adulthood and who can continue to work with people during changes to their condition.

There is potential to develop Shared Lives to support other client groups, such as older people. This proposal will need further scoping to understand how this would work in practice.

## **Reading Borough Council's Future Plans:**

- Take a more focussed approach to improving the quality of Supported Living provision by working with the providers on the Supported Living Accreditation Select List (SLASL) through to 2018
- Ensure that Supported Living providers (within the SLASL framework as much as possible) can meet the range of needs in Reading, including for people with learning disabilities and the most challenging behaviour
- Complete further scoping of the potential for Shared Lives as an option for service users such as older people

# Residential & Nursing Care

Care homes offer accommodation and personal care for people who may find it hard to live independently. For people who need some medical support as part of their care, nursing care homes provide this 24 hours a day from a qualified nurse.

## Current Provision

Reading has a total of 41 registered care homes, providing both nursing and residential care. 17 provide services for older people, 20 are for people with a learning disability, and 4 are for people with mental health needs. Provision has remained stable over the past few years, with new homes opening to replace those that close or deregister. The Council's usual costs for a residential placement is £650/week. For nursing placements the usual cost is £751.10/week. As with all usual costs, these are subject to regular review.

Reading currently uses residential care and spends more of its budget on these services compared to similar local authorities. The Council has been working with providers to address this by introducing services that aim to reduce the number of people needing to move to a care home, and this work will continue. There is still a steady demand for nursing home care for very frail older people who require a higher level of care.

## Areas for Development

We are reliant on a small number of providers for nursing care provision. 75% of nursing care beds for people with dementia in Reading are held in one home. Market failure in this area is therefore a significant risk and we are seeking to develop alternative options, by tendering for new provision at Dwyer Road in Southcote. The tender will be completed in 2015, with services planned to be available from 2019.

The Council's Quality Team is focusing on supporting quality among residential homes that specialise in dementia, to ensure there is enough provision for this group. The Integration Programme includes a workstream for the Council and health partners to work together to train and support residential and nursing homes to reduce the number of avoidable hospital admissions for their residents.

Residential care for people with learning disabilities is not a growth area, as the use of alternatives such as Supported Living increases. In response to the Winterbourne Review, Reading is working with neighbouring local authorities and health partners across Berkshire West to look at provision for people with learning disabilities and challenging behaviour. This covers provision across care and support that allows people to remain living in their local communities, or to move back from in-patient units where appropriate.

## **Reading Borough Council's Future Plans:**

- Tender for new provision in Southcote to address the current pressure on nursing beds for over 65s in 2015
- Work with health colleagues to support care homes to prevent avoidable hospital admissions
- Work across Berkshire West to review and develop provision across care and support for people with learning disabilities and challenging behaviour

# Quality

Reading Borough Council has significantly developed its approach to quality in the last three years. The Council's Quality Monitoring Procedure sets out our approach to the performance monitoring of providers. Our aim is to work with all providers within the borough on continuous improvement, working particularly intensively with those who have fallen below the expected standards of the Council, or the Care Quality Commission. We want to work proactively with providers to identify and rectify issues before they become significant for service users.

## Performance Monitoring

A risk matrix is used to help identify providers who we believe need closer monitoring and support, taking information from a variety of sources, including Safeguarding reports (see right).

These are collated to inform quality discussions.

When a provider is flagged as high risk through this monitoring process, Quality Officers decide on an appropriate course of action, which might include a quality monitoring visit, support with training or service user reviews.

## Safeguarding

The Council's Safeguarding team works closely with the Quality team to ensure that safeguarding incidents are flagged and are included in a provider's overall quality profile. Approximately one third of referrals are now coming from vulnerable adults themselves or family members, which suggests more vulnerable adults feel safe to disclose abuse. We have seen a reduction in complaints and our safeguarding and quality concerns are now resolved faster and investigated more thoroughly than they have been in previous years.

## Using Service User Feedback

We work with providers to collect and monitor feedback from people about the services they use. It is a contractual obligation for our providers to have their own internal quality monitoring activity and that service user satisfaction is measured as part of this. Service user feedback is a key measure of quality in the Supported Living Accreditation Select List (SLASL) and the Homecare Framework and it will form part of the annual quality assessment of providers to determine their revised quality score.

## Promoting Dignity

Organisations are encouraged to sign up to Reading's Dignity In Care Charter to demonstrate their commitment to delivering high quality care services that put the people who use their services at the heart of what they do. The Charter has 12 pledges towards dignity in care that were developed with service users, carers and providers. Care providers that sign up to the Charter are expected to maintain these pledges and performance against the standards is monitored.

# Engaging with Service Users

There are a number of ways that service users, carers and residents are involved in shaping and developing care and support services in Reading. This ranges from feedback such as comments and complaints, surveys and consultation events, and involvement in commissioning and staff interviews.

The Council supports a variety of forums and partnerships that invite the participation of member of the public from different backgrounds, age groups, abilities and disabilities. These include:

- Older People's Working Group
- Carers' Steering Group
- Physical Disability and Sensory Needs Network
- Learning Disability Partnership
- Learning Disability Carers Forum
- Bennet Road Day Services - Learning Disability Service Users Forum
- The Maples Day Services - Carers Forum
- Access & Disability Working Group

The forums meet regularly and give people an opportunity to share their experiences of using services and to work with commissioners and providers on driving up quality or developing new provision.

In addition to these forums, an Adult Social Care User Panel spans all services and allows interested people to be involved more intensively in service developments - mystery shopping, appraising funding bids or sitting on interview panels, for example.

Providers are encouraged to promote engagement opportunities to their service users, as well as accessing the minutes and reports of the various groups that are often available on the Council's website.

It is recognised that providers will have strong understanding of the views and needs of local people, through their engagement with users while delivering their services, and the Council welcomes providers who share this feedback.

Healthwatch Reading supports people to have a stronger voice about local health and social care services. Healthwatch is an independent organisation which can view existing services, produce reports on the way services are run, and make recommendations to improve or help influence how services are set up. As a consumer champion, Healthwatch Reading have an important role in encouraging people across communities in Reading to have their say and challenging local services.

The views of service users (whether eligible for Adult Social Care funding or self-funded) on care and support is an important part of shaping the future of the local market. The range of engagement opportunities set out above has been used to gather feedback from people on priorities for care support, current experiences and gaps or areas for further development. This has informed the Council's Market Position Statement, and this will continue as the Council's work to shape the market develops.

More information about how to Get involved is available [on the Council's website](#).

# Engaging with Providers

The involvement of providers in addressing local issues and gaps and strengthening links between different organisations and sectors is critical to the Council meeting its responsibilities for shaping and driving the local market. This Market Position Statement has been informed by this engagement, and we plan to continue this approach as we develop and deliver our plans for care and support into the future.

Reading Borough Council has care provider forums, meeting quarterly, that provide an opportunity for updates on developments, discussion of issues arising and an opportunity to share experiences and ideas. There are three forums for different areas of the market - Residential and Nursing, Supported Living and Domiciliary Care.

Recently, the Council has started a more structured approach to working with providers, encouraging organisations to take a more active role in supporting the Council's delivery of the Market Position Statement and development of the local market.

The newly-established Market Position Statement Reference Group will support the more detailed work to develop the Market Position Statement and ensure it remains a useful and effective document for providers. The group will also help to plan for the quarterly Care and Support conferences, as a way for providers more widely across all sectors and areas of the care and support market to get an update on the Council's priorities and to work together to address challenges or to share best practice.

Organisations who are interested in finding out more about any of these engagement opportunities should contact the Council's Contracts & Commissioning Team: [Contracts.Team@reading.gov.uk](mailto:Contracts.Team@reading.gov.uk)



Care & Support Conference September 2014

# Our Recommendations for the Market

The recommendations below are for all parts the market, and they aim to help organisations to understand what they can do to make sure that their services align with the Council's priorities for care and support in the future:

- Consider the changes to Adult Social Care that are introduced by the Care Act and what this means for your business, both in 2015-16, and as the funding reforms are finalised, from April 2016.
- Ensure your organisation and services provided are accurately listed on the Reading Services Guide
- Use tools to gather feedback from people who use your services and apply this as you develop your organisation and service provision. Share this with the Council to help us improve our services too.
- Work with us on developing and shaping the market locally, such as by joining the Council's Market Position Statement Reference Group
- Access training and proactively use the Council's Quality Team in the Commissioning Service to help improve your service quality
- Use resources such as the Reading Services Guide to get to know the wider care and support market, and start working more closely with others on care and support, particularly Reading's vibrant voluntary and community sector.
- Engage with the work on integrating health and social care services, so the system works for you and your service users
- Focus on maximising independence, supporting people to help themselves as much as possible, ie "re-abling" approach
- Continue to develop and adapt your approach to work, in a way that responds to people's needs, as these fluctuate or develop over the course of someone's life
- Sign up to UNISON's Ethical Home Care Charter and the Council's Dignity In Care Charter
- Think about how your services could support the increase in the number of service users who take up Direct Payments for their care and support

# Delivering the Market Position Statement

It is expected that the Market Position Statement will continue to develop over time as the Council's work to deliver its commissioning intentions progresses, and as we progress our conversations with providers about shaping the local market for care and support in the future. We'll also use the future updates to the Market Position Statement to report back on our progress in delivering our plans.

We will update Reading's Market Position Statement as our plans change, setting out our latest opportunities and areas identified for further development. The Market Position Statement published on the Reading Borough Council website will always be the current version that we use with all our providers and partner organisations. We will send out notifications of these updates as they take place through our mailing lists and other networks; if you would like to make sure that these notifications reach you please contact the Council's Contracts & Commissioning Team: [Contracts.Team@reading.gov.uk](mailto:Contracts.Team@reading.gov.uk).

The Market Position Statement is informed by consultation with providers and service users - but we are still keen to continue to hear from you if you have suggestions about how we can make the document more useful for you and your organisation. You can make comments through any of the provider engagement opportunities detailed on Page 24, such as the Market Position Statement Reference Group meetings, by talking to the Council's Contracts & Commissioning Team, or by email to the address above.

From our conversations with providers, we know that people would find it helpful to have the information in the Market Position Statement in different forms. By Summer 2015, we will work towards publishing:

- A longer version of the Market Position Statement that includes more background data and information
- A short summary of the key priorities and plans