

# Gloucestershire County Council



## Learning Disabilities Market Position Statement July 2014



## The Gloucestershire Pledge

We're moving away from telling people what to do and where to live.

We're moving towards enabling people into employment, to have more choice about how they spend their time and money, and to meet their full potential.

Working in partnership with Service Users, their families and carers, we aim to build on individuals' strengths and assets to enhance independence and choice.

## A sense of direction

A few years ago, through the Big Plan, we wanted to improve lives for people with learning disabilities because we recognised that some people weren't experiencing the lifestyle they would have chosen themselves. Now we want to move forward even further and help deliver more independent living opportunities for people with learning disabilities across Gloucestershire.

Our vision is to enable everyone with a learning disability to take their rightful place in the community and to live their life to its full potential. To achieve this we will:

- Promote independence and personal choice
- Support and promote communities
- Prioritise services for people with the highest level of need
- Support people into paid employment

## The Gloucestershire Learning Disabilities Market Position Statement

This Market Position Statement (MPS) is designed to contain information and analysis of benefit to providers of support services and other businesses in Gloucestershire. It is intended to help identify what the future demand for support for people with Learning Disabilities might look like and to act as a starting point for discussions between Gloucestershire County Council and providers of opportunities which can meet peoples outcomes.

It contains information concerning:

- What Gloucestershire looks like in terms of its current and future demography and service provision.
- The Council's intentions as a facilitator of support for people with Learning Disabilities.
- The Council's vision for how businesses, including the voluntary sector, might respond to the changing needs for supporting people with a learning disability in the future.

## Key National Priorities

**Think Local, Act Personal – Making It Real ...** ... means ensuring everyone has access to the right information, advice and advocacy to make good decisions about the support they need. It means ensuring that people have wider choice in how their needs are met and are able to access services and opportunities for employment, regardless of age or disability.

**Transforming Care: a national response to Winterbourne View Hospital ...** has highlighted a widespread failure to design, commission and provide services which give people the support they need close to home, and which are in line with well established best practice. Equally, there was a failure to assess the quality of care or outcomes being delivered.

Children, young people and adults with learning disabilities or autism, who also have mental health conditions or behaviours described as challenging can be, and have a right to be, given the support and care they need in a community-based setting, near to family and friends.

**Confidential enquiry into premature death of people with learning disabilities...** concluded that the quality and effectiveness of health and social care given to people with learning disabilities has been shown to be deficient in a number of ways.

## Key Messages in this MPS

The number of people with Learning Disabilities is increasing.

For Gloucestershire this means a projected **3.88%** increase in the number of people with a learning disability (moderate to complex) between 2013 and 2020.

This includes a significant increase of **14.75%** in the number of older people (over 65) with learning disabilities (moderate to severe).

It is anticipated over the next five years Local Authorities will continue to be under restraint as to available funds to invest in new services. The focus will be to demonstrate the cost effectiveness and quality of current services and to shift from 'endless services' to outcome based packages of care with clearly defined time limited outcomes expected of each provider. Commissioners will be intent on ensuring that funds expended are achieving specified outcomes and that efficiency strategies such as enablement, Telecare and new delivery models such as mobile support are being fully utilised to reduce the unit cost whilst maintaining or even improving quality outcomes.

### Priorities for Gloucestershire

**Personalisation** - We want to increase the number of people accessing Self Directed Support through the use of Direct Payments, so we're encouraging individuals to plan their own support with help from their families/friends.

**Employment** - Gloucestershire is currently above the national average for adults with a learning disability in work, but we want to improve on this.

**Promoting progression and independence** – We want to invest in services which have a track record of allowing people to progress, become more independent, develop their skills and move into more independent living situation.

**Improve access to services, activities and facilities** - better lives in better settings – wherever possible in their own homes, being included in their community, having jobs and involved in mainstream leisure opportunities.

## Key National and local Priorities

*Think Local Act Personal* (TLAP) is the sector wide commitment to transform adult social care through personalisation and community-based support. This means the following commitment to the person with learning disability:

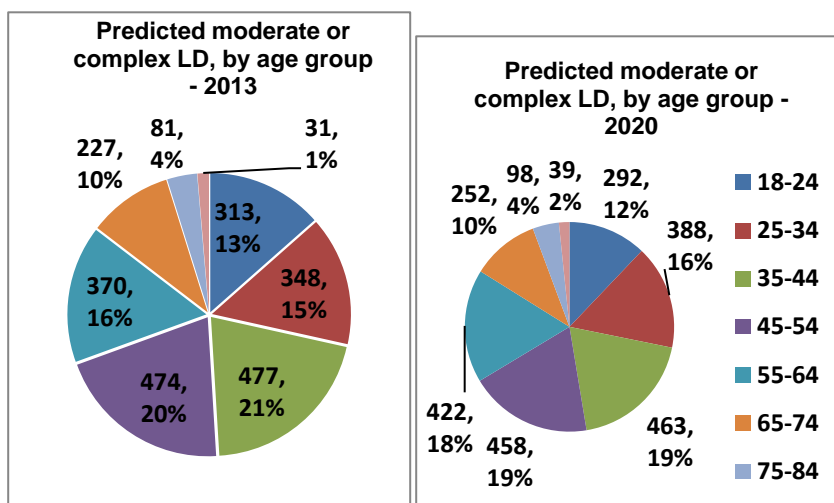
- **Information and Advice:** having the information I need, when I need it
- **Active and supportive communities:** keeping friends, family and place
- **Flexible integrated care and support:** my support, my own way
- **Workforce:** my support staff
- **Risk enablement:** feeling in control and safe
- **Personal budgets and self-funding:** my money

## Gloucestershire Big Plan refresh

Our vision is to enable everybody with a learning disability to take their rightful place in the community and to live their life to its full potential.

## Demanding Times

The total number of adults with a Learning Disability known to Gloucestershire County Council services is currently 2653. This represents about **23.4%** of the total population of people with a Learning Disability in the County.



*This data is taken from POPPI and PANSI – data extracted 8 May 2013*

Projections show an increase of the number of adults with a Learning Disability (moderate to complex) in Gloucestershire from 2,321 in 2013 to 2,411 by 2020 (an increase of **3.88%**) which highlights the increased potential demand on services.

This includes, in particular, an increase of the number of Older People (over 65) with Learning Disability (moderate to complex) from 339 people in 2013 to 389 people in 2020 (an increase of **14.75%**)

178 people aged 45+ are predicted to be living with an aging parent or grandparent in 2014.

All the above will need to be considered by Commissioners when developing future opportunities.



## What do people with Learning Disabilities and their carers say?

The Learning Disability Partnership Board asked “Basic Needs Gloucestershire” to hold a series of workshops and discussions with people with a learning disability and their carers in the summer and autumn of 2012.

Three key issues were identified as the most important ones by the majority of people with a learning disability:

- Feeling safe (concern about travelling on public transport and walking particularly after dark);
- Having good relationships with family & friends (vast majority of friendships noted by people with a learning disability were with other people who have a learning disability);
- Feeling confident to speak up, speaking up for oneself was seen as very important

The other issues identified included:

- Getting around - transport has been raised as a key tool to increasing participation in activities and work
- Working and Volunteering - Gloucestershire is currently above the national average for adults with a learning disability in work, but more need to be done
- Personal income and access to services; a large proportion of the people with learning disabilities misunderstand or do not understand personal budgets. We also need to look at barriers to why people don't access mainstream services.
- Out and about - having an interest, being able to learn; People with a learning disability are less likely to participate in a range of leisure and community-based activities than the general population – we can do better.
- Knowing about what is going on - Some people felt they got enough information but others wanted more accessible information.
- Having good support from the staff who support them is really appreciated

### Key Messages from People with Learning Disabilities and their carers

*“I don’t go out after dark”, “I hate to use the buses as people are rude”.*

*“I’m not happy about my son going out on his own as there are too many people with problems. I worry they can take advantage of my son.”*

*“I’ve just joined a group to meet more people: I would like to go out more with friends, but it is difficult”, “You can learn to not be shy if you are with other people”.*

*“Going to the college has made a real difference to Lucy (not real name); she can now look people in the eyes and say what she is thinking. I can see she is happier.”*

*“If we can’t speak up we can’t get what we need”,*

*“I love my job”, “Working (as a volunteer) at the National Trust is very important to me”,*

## What do we currently know about who is accessing services?

### **2,653 people with learning disabilities are currently accessing Gloucestershire County Council services:**

- 53% male – 47% female
- 39% aged 18 to 40, 45% aged 41 to 64 and 13% aged 65+
- 15% complex needs, 40% moderate needs
- 18% are in residential. We have reduced dependence on residential care by developing more supported living places and are continuing to look at reducing residential placements
- 172 people are in receipt of direct payments – We want to increase this figure.
- 34 people are in receipt of supported employment / training – We want to increase this figure.
- 47 people are placed out of Gloucestershire - we want to reduce this number.
- In Gloucestershire, we have about 430 out of county placements, which mean that over 40% of residential care beds for people with learning disability are occupied by people placed from outside Gloucestershire. We want to reduce this number.

## The LA's picture of the current state of supply

The following describes the current make up and structure of Local Authority commissioned services in Gloucestershire:

### **Residential Care**

- Gloucestershire currently contracts with 129 Care Homes of the total 141 Learning Disability Residential Care Homes in Gloucestershire registered with the Care Quality Commission
- This represents a total of 1,039 beds in the County.
- There are only two Learning Disability Nursing Homes (total 30 beds).
- A small number of people over the age of 65 with a learning disability are currently placed in Older Persons Residential Care Homes

**Community Based Care and Support Services:** This term describes a wide range of support models but is defined as non-residential care. It is delivered to people in their own homes and aims to support people to be as independent as possible; it could be anything from an hour of visiting support to a person who lives alone, a package of 24 hour care in a shared house to use of community mainstream services. It could include any of the following:

- Visiting support
- Live-in care
- Night-time support
- Shared support

We currently spot purchase packages of care and support in Gloucestershire, using up to 70 different providers that vary in size, type and service delivery.

Commissioners are aware of up to 300 properties where shared care is delivered; more than 95% of these properties are owned and let by the Provider who is also delivering the support.

**Complex Needs:** We currently contract with 12 Providers, with specialist staff, who are commissioned under a separate open framework contract that runs until July 2015.

**Direct Payment Support** - We currently have only a small uptake of this provision. We would like to increase this.

## Case Study

Robert is 51 years old and lives in a supported living home. Prior to this, he lived in a Residential Home for 30 years.

Robert really enjoys living in supported living as it gives him freedom and independence.

When he moved into his current accommodation, he didn't go out independently. He began to work with the Gloucester Enablement Team. This gave Robert the confidence he needed to access activities in the community with his friends. Robert has learned how to travel to activities around the local area.

He regularly attends the Gloucester Drop In to meet up with his friends and go out to activities with them. The Drop In staff supported him to find a literacy course, which is helping him to improve his reading and writing skills. At the Drop In, he is attending the Forwards Employment Workshop and has a voluntary job doing maintenance work.

Robert's aim is to work towards having a paid job in a café. The workshops are teaching him the skills he will need when applying for a job and working.

**Block contract:** We currently commission one large Block Contract that delivers a mix of Supported Living and Residential Care services across 25 properties – a total of 144 individuals. This Contract will end on 31<sup>st</sup> March 2016 and packages of support will thereafter be commissioned individually.

**Activities:** All services are spot-contracted and we plan to tender in 2014 for a framework of providers who can offer a range of community opportunities.

**Universal Services - Access to services, activities and facilities:** We have 5 Learning Disability Drop-In Centres that have become launch pads into the community for many people with a learning disability and are instrumental in encouraging independence, choice and inclusion. In the future we aim to create a single, joined-up, all-age and integrated disability enablement resource at the front door of the Council which is light-touch and responsive.

**Short Break:** Currently this is commissioned under the Residential Care Contract on an individual contract basis. In future we are looking to commission alternative short break options, in addition to the traditional overnight stay.

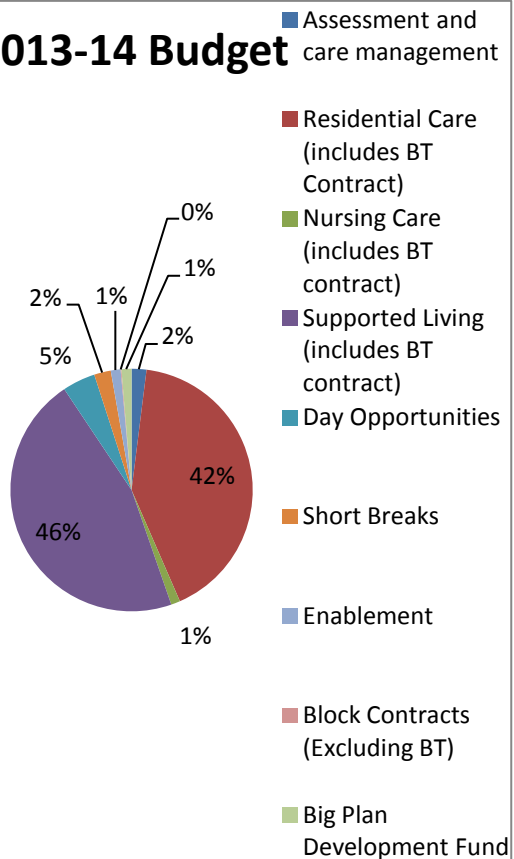
**Advocacy** Currently there is a County wide advocacy service in Gloucestershire.

**Employment:** Gloucestershire County Council fund employment services to help people with Learning Disabilities find sustainable work. These services are provided across the county by externally funded providers and County Council Enablement staff.

**The Quality Team** within Gloucestershire County Council visits all services on regular basis and has identified a number of themes across Residential and Supported Living service provision:

- More consistent safeguarding knowledge is required across the workforce
- Challenging Behaviour knowledge and skill levels are varied across provision
- The need for appropriate communication training
- Staff and management retention - 1/3 of services have had a new manager in the last year
- Outcome-focused care planning must be more regularly used. Service Users need to be supported in a person-centred way with identified individual goals.

## 2013-14 Budget



## The current and future level of resourcing

### Current costs

Currently 45% of our packages of support cost less than £500. 30% of our current packages are in the higher quartile; these packages are delivered to people with complex needs and represent a potential growing cost pressure to the authority. We are looking at reducing this, through a number of initiatives that support providers and Service Users to build on their strengths to maximise their independence potential.

### Future level of resourcing

- Enablement investment in preventative services which we want to expand, ensuring people are not being pulled into reliance on endless services.
- People who meet our Fair Access to Care Services criteria are those who will be funded
- The current financial pressure to reduce funding requires us to look at our commissioning options to ensure we are targeting funding in the appropriate areas.
- Only 1 in 10 people in the county with a learning disability take their Personal Budget in the form of a Direct Payment. We would want to see a significant increase in 2014/5.
- Living clusters of housing will not exceed 6-8 individual flats in a single development.
- Increasingly the focus is on joining up services across disability groups. Rather than fitting people into our categories we are viewing people with a disability in a holistic manner, focussing on how we can best work with them to build a better life.
- Strengths based approaches where we value what each Service User can contribute will be central to our way forward. We will focus on commissioning positive outcomes.

### Service gaps.....

- Promoting progression and independence (including early intervention/prevention)
- Improve access to universal/mainstream services
- Not enough support to help people with complex needs
- Ordinary lives in ordinary settings – own homes, community services, jobs/meaningful activities
- Person centred services
- Support for carers
- Personal Assistants



## Key Market Facilitation Priorities

The following are services that we will work with providers, service users and other stakeholders to create in the market but are not services we currently have any budget to commission:

- Support planning and brokerage for adults with learning disabilities. Make this available to those who are not eligible for social care funding.
- Support to both obtain and maintain accommodation within social housing and the private sector.
- Housing options to be extended to incorporate home ownership and community living networks.
- Support and better information for carers and family members.
- More work needed on what parents of people with Learning Disability want for the future
- Increasing the skill levels of staff who support people with a LD through the Workforce Development Group. We aim to prioritise areas that impact on the quality of service delivery and support providers to have a sustainable workforce.
- Residential Pricing Tool work with Gloucestershire Care Providers Association to develop a Tool that is used throughout Gloucestershire.

## Key Commissioning Intentions

- **Self-directed support is the way of the future.** Personal budgets are offered in children and adult services with growing success. We are looking to increase the use of Personal Budgets.
- **Increasing the use of Personal Assistants (PA).** Facilitate the PA market.
- **Transition from children to adult services can be improved.** There is a new focus on improving people's experience of transition and this has gone well, but must be built on to accommodate changes to children with Special Educational Needs. Creation of a specific transitions team will aid this.
- **We will improve our delivery of value for money.** Gloucestershire Commissioners will adopt a multi-disability specialist brokerage model. This will co-ordinate individual packages of support for people with learning disabilities, mental health issues and physical disabilities which will be commissioned under the Community Based Multi-Disability Services Framework Contracts. Children and Young People with disabilities will also use the framework contracts and brokerage function for some services.
- **Reducing the number of residential placements.** Gloucestershire believes Supported Living is the right option, if it is in the best interest of the person and with the right support. Such resources will be no more than 6-8 people even in a core and cluster setting.
- **Separating the provision of accommodation and support** in order to allow people to have real tenancies and a choice about who supports them without needing to re-consider where they live. Tenancies should be completely independent of any support package and this will be a requirement within the tendered framework contracts.
- **Making best use of innovative Assistive Technologies (AT).** We know that AT makes a real difference in empowering people to have more independence. Providers will be expected to embrace these changes and to incorporate assistive technology into their work.
- **Commissioning appropriate services for people with complex needs in Gloucestershire.** Commission specialist high quality services for the most complex and vulnerable individuals.

## Key Contacts and opportunities for networking.....

### LD Partnership Board

- The Board that oversees the work required to ensure people with a learning disability have the services and support they need.
- Half of all the seats on the board are allocated to people who use services, family members and carers
- The remaining seats are a mix of public agencies and local voluntary group representatives.
- There are 4 key work groups housing, employment, community inclusion and participation and personalisation.

<http://www.gloucestershire.gov.uk/article/107012/Learning-Disability-Partnership-Board>

### Providers Forum

A quarterly session for commissioning and providers to meet and discuss existing issues and new working practices, legislation impact etc. This forum will be widen to Mental Health and Physical Disabilities in the future.

**The User Led Organisation -Gloucestershire Voices** (Social Enterprise) is encouraging self-advocacy and working with other groups to ensure people with a learning disability have a voice. It provides a 'Quality Checkers' service for provider services to help improve their business. <http://www.glosvoices.co.uk>

**Gloucestershire Care Providers Association** is open to all independent providers of social care (private, not-for-profit and charitable organisations) delivering care to people in their own homes or in a residential setting within Gloucestershire. <http://www.gcpa.co.uk/>

**Physical Inclusion Network Gloucestershire (PING)**. PING exists to support people across the county who are physically disabled; that is those with physical impairment(s) which have a substantial and long term effect on their ability to carry out day-to-day activities  
<http://pinglos.org.uk/>

## Key development opportunities.....

- There are opportunities for providers to remodel current services or develop new ones to support people into employment, and we would be looking for all providers to work with people in a way that maximises their employment prospects. We would also encourage providers as employers to proactively recruit disabled people to their workforce.
- We expect that at least 6 people currently within inpatient services within Gloucestershire will need to move to appropriate community based settings before 1<sup>st</sup> June 2014. We will need providers who can deliver outcomes for people with complex needs. There are growth opportunities within this market for providers as we are experiencing a greater prevalence of people with specialist needs entering adult services, and there is a real momentum to move people from inpatients services to community settings.
- Gloucestershire will tender for Multi-Disability Community Based Support Services in the early part of 2014. Commissioners wish to contract with accredited providers who can deliver a range of outcomes to include (but not limited to) the following possible service models:
  - Floating / Visiting Support
  - 24-hour Supported Living
  - Activities (day, evening, weekends) non building based
  - Community Networking
  - Peer Support Opportunities
  - Intensive / Short Term Support
  - On-call
  - Live-in Carer
  - Shared life
- Gloucestershire County Council would like to stimulate the Self employed Personal Assistant market and are currently piloting a network model.

## Case Study

In 2011 Richard was offered a personal budget. The team assessed his needs and helped Richard to get his own flat. This means he no longer has to be in a care home and is able to lead a much more independent life.

The team also helped Richard find personal assistants who helped support his needs for over a year. Richard is now able to make phone calls to his care coordinator to plan his support services. He is also able to use public transport and visit friends on his own. A support worker is scheduled to visit Richard from 8am to 5pm, but she only stays all day if he needs her to. She gives him general advice about local services and helps with day to day living - things like shopping and cleaning.

Under the way things work now Richard has got the freedom of choice he never had in the homes he lived in before. Richard used to go out early in the morning and not go back until late at night because he hated living in the home with others. Now he can spend his money in the ways he wants and on the things he wants. For the first time in Richard's life he has his own space which he can enjoy as he wants.

## How will the Local Authority help to facilitate the market and support the development of the key Market Facilitation Priorities identified above?

- Gloucestershire is developing an **e-marketplace**. This online portal will enable service users (self-funders and Authority funded) as well as Brokers (Authority or other) to source services from suppliers, community groups, charities etc.
- The Joint Commissioning team have put together a **challenging behaviour strategy** across health and social care. The objective of this strategy is to respond to the Department of Health requirement that local areas think strategically about how they support individuals with challenging behaviour so that this vulnerable group of people take their rightful place in the community instead of being marginalised by placements in 'specialist' (and very high cost) services. Key components of the strategy include unifying and quality-assuring the challenging behaviour training models used by the provider base, providing more support to family members and commissioning a challenging behaviour team to support providers and individuals in the community. The strategy actively engages other sources of best practice, specialists in the field, service users and family members to evaluate its' efficacy.
- The Learning Disability **Workforce Development Group** promotes the development of a skilled workforce within Gloucestershire. A range of external and internal providers, Personal Assistants, Health Agencies, Carers etc meet bi-monthly setting clear objectives each year. We have to date developed:
  - Training webpage providing easy access to training guidelines/opportunities/ legislation.
  - Training Matrix – agreed format for all providers to record/monitor training for staff/supervision.
  - Mandatory Training dataset based on Skill for Care established.
  - Free management induction training provided by Gloucestershire County Council

## Gloucestershire needs you

**Contact the Learning  
Disabilities Commissioning  
Team**

**Tel: 01452 328633**

- The Learning Exchange Group focusing on communicating new policies/good practices/ Care Quality Commission guidance and developing good practice and is open to all providers.
- Gloucestershire County Council has a team of Quality officers who will complete service reviews across all services models and will give feedback to providers and make recommendations on service improvement where appropriate to improve quality of provision. We will work toward commissioning individual packages of support via brokerage by both cost and sound quality indicators.
- Specialist training and support to ensure we deliver 'best practice' within our services including– Social Inclusion Training, Learning disability intensive support service and Intensive Health Outreach Teams supporting complex services, Community Learning Disabilities Team training
- Implementation and monitoring of the NDTi Social Inclusion Tool. Gloucestershire has facilitated training to deliver this consistently across 14 providers in the county with plans to expand to all providers once embedded and proven to be successful in delivering community friendship and opportunities.