

Warrington Adult Social Care Market Position Statement 2019 - 2023



WARRINGTON
Borough Council



Contents

Introduction	3
Market demand and supply	4
Older people (65+)	5
Adults (18 - 64)	12
Spend	21
Guiding Principles	22
Workforce	23
Our commitment to Providers	24
Your opportunity to work with us	25
Contact us	25

Introduction

This Market Position Statement is part of a five-year strategy and provides information for care providers to inform your business and service development plans. We want providers operating in, or local to Warrington to have a clear view on the Council's aims, ambitions, commitment to partnership and the joint challenges and opportunities for joint work.

This Market Position Statement sets out to identify what the care and support market is like currently in Warrington and how well it meets current needs and levels of demand for services. It also outlines how the care market may need to develop to meet future anticipated need/demand and sets out where there are current, or anticipated gaps in supply. Whilst the information is often presented with general references to 'populations' and 'groups' we recognise that every person that currently uses services or may do so in the future will have very personal expectations, needs and requirements.

This Statement is designed to be part of a continuing constructive and creative dialogue between the Council and all its partners including Warrington NHS Clinical Commissioning Group and public, private and voluntary sector providers.

The Care Market in Warrington

The current care market in Warrington is a mix of local authority, NHS, voluntary sector and independent sector providers. The independent market is established and well performing, which is in most sectors stable with a mix of local and national providers. However, there are market challenges.

The primary current challenges include:

- **Workforce capacity** - skills, recruitment and retention. This is particularly acute in relation to Home Care workers and Nurses. The strong local economy and opportunities in the services and logistics sectors are attractive alternatives to working in care.
- **Maintaining and improving quality** – for both regulated and non-regulated provision the focus on quality is a key priority.
- **Financial and business stability** – establishing realistic costs and prices that are sustainable for both providers and Commissioning bodies.
- **Choice and timeliness** - parts of the Borough are well served and there is good local choice whilst others need access to more and different services. The availability of some services due to need and the distribution of provision is such that there is limited choice, for example Domiciliary Care and Nursing Care homes.
- **A focus on prevention and reablement** – there is a need to increase the availability of short term services that provide intermediate or transitional care that focuses on reablement to assist individuals to return home and maintain their independence.
- **The use of technology** - ensuring the latest technology is used to maximise independence and service efficiency for all those that can benefit.

Market demand and supply

Over the five-year life span of the Statement, it is expected that there will be an increase in demand for care services in Warrington as a result of changing local demographics. The greatest increases in need are anticipated to be related to:

- Older people with multiple care and support needs, including a significant increase in those with dementia and associated challenging behaviours
- People living with one or more long term health conditions
- People with mental health, learning disabilities and autism with increasingly complex needs, including those who are ageing
- People inappropriately housed or at risk of homelessness
- Young people and adults with caring responsibilities
- People who are managing and funding their own care
- People who manage their own care through a direct payment or personal budget

Vision/direction of travel

We recognise that we cannot continue to support people in the same way as we do now, as existing models of care are simply not sustainable. We need to work in partnership with the aim of preventing, reducing and delaying the need for care. To do that, our local Health and Social Care market requires transformational change and how we use our collective available resources is critical to developing our transformation plans.

Sustainable change will require greater multi-disciplinary working via multi-skilled health and social care teams working together. Care will need to become more person-centred and will be delivered on an independence and home-first approach.

Through our transformation plans, we are aiming to:

- Support a lower proportion of the population through formal care for less of their life
- To meet more needs locally
- Alter the balance of support away from traditional models of care e.g. residential and acute care, to community support models
- Innovate to lower the cost of long term care e.g. use of technology or strengths/asset-based approaches
- Embed prevention/early intervention models of care which prevent, reduce or delay the need for services and support individuals to remain living independently for longer, for example Day services, Carecall, Assistive technology, Single handed care, Rapid Response Services, including reablement

All providers working in Warrington will need to contribute to this transformation. Our commissioning activity will reflect our transformational plans as we move forward and providers will have the opportunity to significantly contribute to the development of the local care market and in developing new and innovative models of care.

This Market Position Statement focuses on two key population groups – Older People aged 65+ and Adults aged 18 - 65. In the next section, you will find information about demand and supply, including gaps and market opportunities for each of these two groups.

Older people (65+)

Demand

Population demographics

Due to the baby-boom generation and Warrington's development as a New Town, older people will be the fastest growing age group in Warrington over the next 25 years.

20% of people in Warrington are currently aged 65 plus and we expect to see increases in all age categories 65 plus. It is predicted that there will be a 141% increase in people aged over 80 in the next 25 years from 4,250 people to 10,300 people. For those aged over 85 years, it is estimated that there are between 1,067 and 2,134 people with frailty in Warrington and this is predicted to increase to somewhere between 1,878 and 3,756 people by 2031. It is estimated that the number of Warrington residents with dementia will increase by about a third over 10 year period from about 2,400 in 2016 to about 3,250 in 2026, and will double over the 25 year period from about 2,400 in 2016 to about 4,850 in 2041.

In Warrington, there is a wide gap in life expectancy between the most and least deprived communities in the town and this is a significant challenge to address. Warrington has areas of high deprivation within the town and also areas of relative affluence. Comparing life expectancy for those living in the most and least deprived wards of Warrington, there is a gap of 9.8 years for males, and 11 years for females. Life expectancy at 65 for both males and females remains lower than England. On average, males can expect to live to 78.9 years (England average – 79.5 years) and females in Warrington can expect to live to 81.9 years (England average – 83.1 years).

The local rates of emergency admissions into hospital are more than three times higher in the over 65's than in the younger population in Warrington. The top two causes of admission for the over 65's are influenza/pneumonia and other bacterial diseases. The average length of stay in hospital for a Warrington patient aged over 65 years is approximately 9 days for patients who are admitted as an emergency and older people are more likely to experience a delayed discharge or an extended stay in an acute setting when a combination of social care and health care might be more appropriate. Where delays are due to social care, the most common issue is a wait for appropriate care and support to be put in place in the home before they can leave hospital.



Demand for Council Adult Social Care Services

The data in the following tables relate to the level of demand for Council commissioned adult social care services during 2017/18. 'Community Care' refers to services that enable a person to remain living in the community, such as home care, day care, respite and supported accommodation. 'Residential and Nursing Care' relates to 24 hour permanent care in a residential or nursing home.

Older people in receipt of services commissioned by Warrington Adult Social Care 2017/18

Service Type	2017/18						
Age	65-69	70-74	75-79	80-84	85-89	90+	All 65+
Community Care	201	342	453	589	614	572	2771
Residential & Nursing Care	41	73	152	205	269	341	1081

	People aged 65+ receiving COMMUNITY CARE at some point during 2017/18						
	65-69	70-74	75-79	80-84	85-89	90+	All 65+
No. of people at 2017/18 in care home or community care:	201	342	453	589	614	572	2771
No. of Warrington residents in this age-band, mid-2016:	11780	9445	7312	4846	2768	1499	37650
% of population in this age-band living in care home:	1.7%	3.6%	6.2%	12.2%	22.2%	38.2%	7.4%

	People aged 65+ in RESIDENTIAL and/or NURSING homes at some point during 2017/18						
	65-69	70-74	75-79	80-84	85-89	90+	All 65+
No. of people at 2017/18 in care home or community care:	41	73	152	205	269	341	1081
No. of Warrington residents in this age-band, mid-2016:	11780	9445	7312	4846	2768	1499	37650
% of population in this age-band living in care home:	0.3%	0.8%	2.1%	4.2%	9.7%	22.7%	2.9%



Projected Demand for Council Commissioned Community Care services

In the following table, applying population projections for each of the age groups, the estimated data suggests that the number of people receiving community care could rise by 39% in 10 years, 63% in 15 years, and double by the year 2041). In terms of numbers of older people, it would rise from 2,771 in 2017/18, to 3,855 in 2027, to 4,507 in 2032, and to 5,622 in 2041.

Population Projections, ONS								Estimated number of people receiving Community Care at some point during the year								% increase since 2017/18
	65-69	70-74	75-79	80-84	85-89	90+	All 65+		65-69	70-74	75-79	80-84	85-89	90+	All 65+	
2017	11086	10297	7523	5036	2785	1549	38275	2017	201	342	453	589	614	572	2771	-
2027	12843	10367	9460	7675	4181	2135	46660	2027	219	375	586	933	927	815	3855	39%
2032	14763	12197	9469	7950	5428	2769	52575	2032	252	442	587	966	1204	1057	4507	63%
2037	14194	14046	11207	8072	5733	3844	57095	2037	242	509	694	981	1272	1467	5164	86%
2041	12720	13653	12832	9221	5820	4464	58710	2041	217	494	795	1121	1291	1703	5622	103%

Projected Demand for Council Commissioned Residential and Nursing Care

Similarly, by applying population projections for each of the age groups, data suggests that the number of people receiving residential and nursing care could rise by 42% in 10 years, 70% in 15 years, and more than double by 2041 (as shown in the bottom section of the following table). In terms of numbers of people, it could rise from 1,081 in 2017/18, to 1,538 in 2027, to 1,836 in 2032, and to 2,388 in 2041.

Population Projections, ONS								Estimated number of people in Residential/Nursing homes at some point during the year								% increase since 2017/18
	65-69	70-74	75-79	80-84	85-89	90+	All 65+		65-69	70-74	75-79	80-84	85-89	90+	All 65+	
2017	11086	10297	7523	5036	2785	1549	38275	2017	41	73	152	205	269	341	1,081	-
2027	12843	10367	9460	7675	4181	2135	46660	2027	45	80	197	325	406	486	1,538	42%
2032	14763	12197	9469	7950	5428	2769	52575	2032	51	94	197	336	527	630	1,836	70%
2037	14194	14046	11207	8072	5733	3844	57095	2037	49	109	233	341	557	874	2,164	100%
2041	12720	13653	12832	9221	5820	4464	58710	2041	44	106	267	390	566	1,015	2,388	121%

Supply

In this section, we have focused on key priority areas such as home care and residential and nursing care, rather than comprehensively include all services which are provided by Adult Social Care. We have given more attention to services which are subject to highest levels of demand and the greatest challenges in terms of supply.

Home care

Approximately 8,000 hours of home care are commissioned each week in Warrington. This equates to around 900 individual people and costs the Council almost £6.5m per year. In addition, there are individuals who purchase home care services directly from home care providers; however the number of people directly purchasing home care is difficult to estimate. It is estimated to be somewhere in the region of 10% of the total volume of care hours provided and is likely to be in greater demand in areas of greater affluence.

The supply of home care is a mix of framework and single purchase provision. The split between the proportion of framework and single purchase provision fluctuates depending on market conditions. As a rough estimate, as of early 2019, approximately 50-60% of supply is provided by framework providers and 40-50% is single purchase. There is an ambition for this to change so that the norm will be a contractual framework arrangement. At present, there are 20 providers across both the framework and single purchase providers, although this figure can change in accordance with changes to market conditions.

As a town, Warrington has a buoyant employment economy which offers comparatively more opportunities and competition for staff who may choose employment within other employment sectors, for example logistics and retail.

The current supply of home care across the town is distributed across four geographical zones – Central, East, West and South. There are challenges to supplying home care in outlying areas of the town, for example Lymm, Burtonwood and Winwick. Factors include the costs of travel and transportation to these outlying areas, as well as challenges relating to staff recruitment and retention and staff shortages.

There is seasonal fluctuation in the hours of domiciliary care per week which the Council cannot place with providers due to inadequate supply or increased demand, or both, in the case of winter. Fluctuations are between 100 and 700 hours per week of unmet need. This represents approximately 1-9% of the total number of care hours delivered per week. Workforce challenges are the main reason for the shortage of supply. Simply, we have greater demand than the current supply of workforce can meet, particularly in school holiday periods where the domiciliary care workforce generally takes advantage of flexibility in core-hours/ part-time hours contracts.

Residential and Nursing Care

Within Warrington there are currently 32 care homes for Older People, of which 17 offer nursing placements. This equates to approximately 1,700 places in total. The following table shows that almost one third of all placements are privately funded (self-funded) and providers of care homes in Warrington have indicated that they are reliant on self-funders as well as Council-funded residents to remain sustainable. We remain proportionately the largest purchaser of placements in Warrington. The cost to the Council for older people's residential and nursing care in Warrington is approximately £23m per year.

	Warrington Borough Council (WBC)	WBC + top-up	Private	Other Local Authority	Continuing Health Care (CHC)	Out of Area CHC	Joint Funded	Joint Funded other LA and CHC	Total	% Private
Q1 17-18	578	Not known	435	160	105	Not known-included in CHC figure	87	Not known-included in CHC figure	1,365	31.87%
Q1 18-19	530	139	450	143	75	25	36	13	1,411	31.89%

Extra care housing

There are currently five dedicated extra care housing sites offering approximately 435 places to older people in Warrington, including Ryfields Retirement Village, Mosslands, Broomfields, Woolston Hall and Sankey Manor.

There is an anticipated shortfall in extra care to meet future demand. A new build Extra Care facility is currently under construction at Harpers Road and will be completed in 2020. In light of the new development, there is likely to be some remodelling of the existing Extra Care provision to make sure that services are able to meet current and future demand. This will include ensuring that the supply of extra care housing is able to meet demand in the geographical areas of the town which have greater levels of demand.

Dedicated older person's housing

There are 26 dedicated older person's accommodation sites which includes retirement/sheltered housing/age exclusive housing options. Collectively, 924 places are on offer to older people in Warrington and demand is increasing. The most recent development was in 2017 at Penketh Court. Geographical spread across the town is a critical factor in terms of supply to ensure that older people have an opportunity to live within their local communities and this will be a key factor in terms of future new developments.

Intermediate care

Intermediate care services aim to ensure people can maximise their recovery to independence after illness or for example a fall. The focus is also increasingly on preventing (avoidable) hospital admissions and facilitation of hospital discharge at the earliest appropriate point. There are two dedicated Intermediate Care facilities which provide 49 Intermediate Care Beds. The provision is a mix of Local Authority and Independent Sector. Evidence suggests that there is a current deficit of approximately 20-24 intermediate care 'beds', although these are not clinical settings and there may be alternatives to beds in care homes if the right level of community health and social care could be delivered in people's own homes.

In addition, intermediate care at home is provided by dedicated Intermediate Care at Home and Reablement teams. These teams provide care and reablement on a home-first approach within a person's own home, enabling them to regain their independence within their own surroundings.

Older people day services

A range of day service provision is in place for older people in Warrington, with a number of dedicated day service options across the town. Approximately 100 older people access day services some of which is specialist to those with dementia. The number of day service sessions has decreased in recent years with individuals preferring care at home. We have seen a small increase in Shared Lives Day Services with older people opting for this rather than more open Day activities.

Carecall Alarm and response service

We provide a Carecall Community Alarm and Response service which provides access to assistance and support 24 hours per day, 7 days per week. The service maximises individuals to continue living independently. The service includes access to Telecare Equipment and monitoring (including smoke alarms, fall and flood detectors). Carecall enables a resident who is in distress or requires assistance to activate an alarm by pressing a red button on their pendant (a Dispersed Alarm) or unit. The alarm is then received at the Control Centre where the Carecall Operator answers and deal with the enquiry. Where required, staff can attend to a property to ensure the safety and wellbeing of the individual and can refer on to the Ambulance service, should an individual require medical support or treatment. Demand has increased for Carecall in 2017/18 and is expected that demand will continue to increase as we continue to support older people to remain living at home.



Gaps in supply and market opportunities

- Currently, five extra care schemes provide support for a total of 435 units of accommodation. It is predicted that a minimum of 550 units of Extra Care will be required by 2030 – meaning an increase of a minimum of 115 units.
- It is estimated that an additional 510 residential/nursing beds may be required by 2030 based on current usage levels and projected population increases. Approximately 60%-70% of required provision will be for Nursing and Dementia needs, including challenging behaviour associated with Dementia. This may include an increase in the number of Dementia Plus places. The exact number of residential and nursing beds required is difficult to predict as it will be dependent upon the scale of development and relative success of (1) community-based models that will enable older people to remain living at home for longer and also (2) the scale of development of extra care services.
- There is currently a shortfall in supply of domiciliary care (home care) to meet current and future demand. Fluctuations are between 100 and 700 hours per week of unmet need which the Council cannot place with current providers. This represents approximately 4-7% of the overall number of care hours commissioned per week.
- Recent reviews of Intermediate Care services in Warrington have identified that there may be a deficit of approximately 20-24 intermediate care beds. Demand is higher than supply, which leads to a waiting list for beds. Often, individuals are awaiting intermediate care whilst in hospital. Demand for intermediate care beds is typically much higher in winter and can often reduce in the Spring/Summer months, suggesting a need for flexible provision which can adapt to meet levels of demand throughout the year. A similar deficit applies to intermediate care at home and other reablement services, which are also subject to waiting lists during the winter period.
- There is an increased need for evidenced preventative and early intervention services which enable people to remain independent for longer, such as reablement, rehabilitation, rapid intervention, equipment, adaptations and technology enabled care/assistive technology, including Carecall.
- There is an increased need to explore housing options which enable older residents to remain living independently (e.g. sheltered housing), which are designed to be adaptive so that those growing older do not have to move home as their needs change. This includes a need for homes that can incorporate care technology solutions, can be adaptable to aids and adaptations and incorporate dementia-friendly spaces.
- There is a need to create a community level service of scale which uses community assets and benefits for example from volunteers. There is a significant opportunity to develop a lower level support which enables individuals to remain independent. Examples of this type of support are community level 'safe and well' services, active lifestyle classes, social activities and support groups.
- There is a need to extend the current range of community based services to support carers, including information and advice, self-care options and short breaks to enable carers to maintain their wellbeing and balance their caring role with other family and work commitments.
- There is a need for increased market developments that enables people funding their own care or via direct payments to ensure they have more choice and control over who provides their care and support. We anticipate that more people will take greater control in directing or commissioning their own care in the future and in determining what services they wish to utilise.

Adults (18-64)

Demand

Adults with complex needs

There has been a marked increase in the number of Adults under 65 with complex needs. For example, since 2015/16, the number of Adults with complex needs whom are joint funded (i.e. packages requiring both Health and Social Care funding) has increased from 160 individuals in 2015/16 to almost 300 individuals during 2018/19. If this trend continues there would be in excess of 450 Adults with complex needs requiring a service by 2022.

By complex needs, we mean Adults with Learning Disability, profound multiple disabilities, Mental Health, Autism, and Acquired Brain Injury. Challenging behaviour is often a presenting issue for individuals with complex needs and their care needs to be personalised and often specialist.

In borough provision for adults with complex needs includes;

- 16 units of supported accommodation for adults with learning disability
- 26 units of supported accommodation for adults with mental health
- 15 units residential services for adults with learning disability

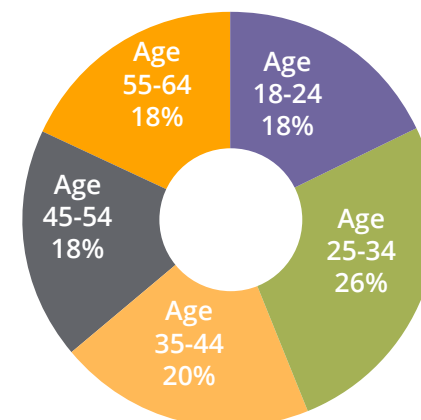
Due to a lack of specialist provision within the borough in 2017/18, 87 adults with complex needs were placed out of area, in the following types of services;

- 45 residential placements (34 learning disability, 11 mental health)
- 9 specialist nursing placements (Learning Disability)
- 33 supported accommodation placements

Learning disability

During 2017/18 there were 503 Adults (under 65) with a Learning Disability accessing a long term service. Of these, 4% were from an ethnic minority background. The chart below shows a breakdown of the age profile.

Number of adults accessing long term learning disabilities services aged 18-64 in 2017/18



In 2017/18, Adults with a Learning Disability (under 65) accessed the following types of services:

Service	No. of People
Supported Housing	144
Residential Services	65
Nursing Home	33
Day opportunities	185
Outreach/Homecare	56
Shared Lives	17
Direct Payments	58
Supported Employment	62

The projected increase of people with learning disabilities is 5% in the next 10 years. It is anticipated that there will be increased demand on two fronts: (1) from older people with learning disabilities requiring services as their parents/carers become older; (2) Younger people that anticipate moving out of the family home sooner.

This may lead to either additional support being required for carers to manage at home and or alternative/new accommodation needing to be identified.

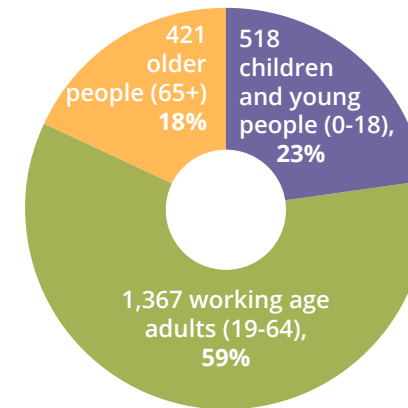
Autism

It is estimated that (based on the national estimate that 1.1% of the population has Autism) there are 2,307 people living in Warrington with Autism, (2,076 males and 231 females) and the expected increase of people with Autistic Spectrum Disorder (ASD) in the next 10 years is 2%.

There are currently 1,180 people with a diagnosis of Autism, suggesting that approximately 50% of the anticipated number with Autism have been diagnosed. This is an increase of 59% since 2014 (695) in the number of people registered with a Warrington GP that have been diagnosed with Autism. It is important to note that the majority of those with a diagnosis of Autism do not have significant care and support requirements and needs may be met through mainstream health, care and support services that are sensitive and supportive to the specific needs of people with Autism.

We know that people living in Warrington and those affected by Autism will have important things to say about how local services need to be delivered. Therefore, in October and November 2018, we consulted on its Autism Strategy (2019-2022) with the general public and professionals working in Warrington to get their views on what they think our priorities should be.

Age profile – Estimated Population with Autism in Warrington 2018



We were told that it was important:

- To reduce delays in identifying and diagnosing people with Autism and improve the communication between the different organisations involved so that people get access to the help and support they need when they need it.
- For families and carers to be able to access early help and support before they reach crisis point.
- For people with Autism to get help and support to find and stay in work.
- For people with Autism to live autonomously where possible and have access to employment opportunities.

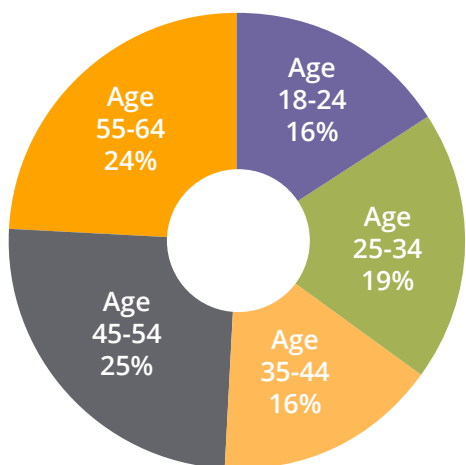
In 2018, we published its Housing Strategy (2018-2028), including a specific action over the next ten years to provide 500 homes of independent living schemes/supported housing to meet the needs of young people and adults with a Learning Disability, Mental Health needs or Autism. The Council is also reviewing its data management to further understand the needs and demands on services for those with Autism.

Mental health

Good evidence highlights the links between poor physical health and poor mental health. People suffering from severe mental health disorders are more likely to have a higher prevalence of many chronic diseases, and are at a higher risk of premature death associated with chronic diseases than the general population. Equally those people who have long term conditions are more susceptible to poor mental health.

The chart below shows the age profile of people accessing long term mental health services in Warrington.

Number of people accessing long term mental health services aged 18-64 in 2017/18



During 2017/18 there were 288 Adults accessing a long term Mental Health services. Of these, 5% were from an ethnic minority background.

In 2017/18, Adults with a Mental Health need (under 65) accessed the following types of services;

Service	No. of People
Supported Housing	195
Residential Services	27
Nursing Home	10
Day opportunities	16
Outreach/Homecare	48
Direct Payments	52

The following table shows the estimated population in Warrington with Mental Health needs.

Serious Mental Illness	There are 1,784 people in Warrington with a diagnosis of a serious mental illness. The prevalence rate is in keeping with the prevalence reported for England as a whole (QOF 2016/17).
Depression	There are 16,714 adults (aged 18+) in Warrington recorded by GPs as having a diagnosis of depression. The prevalence rate is slightly higher than the England average (QOF 2016/17).
Self-harm	In 2016/17 Warrington had a rate of 309.4 emergency hospital admissions per 100,000 for self-harm, significantly higher than England's rate 185.3 (PHE, 2018).
Mental Health Outreach	In 2017-18 there were 887 referrals for Mental Health Outreach and at the end of Q3, 2018-19 there were 806 referrals, which if translated over 12 months represents approximately 25% increase in demand between 2017/18 and 2018/19.

Projected numbers of people with mental health disorders in Warrington.

The following table below presents numbers of Warrington residents aged 18-64 predicted to have a mental health problem, projected to 2030. Projected increases for each of the mental health conditions shown range from 2.3% increase to 2.9%, this is lower than England's projected increases which range from 3.1% to 4.4% for the same period.

Mental Health Condition	2014	2015	2020	2025	2030	Increase from 2014 to 2030	
						No.	%
People aged 18-64 predicted to have a common mental disorder	20,297	20,374	20,733	20,855	20,763	466	2.3%
People aged 18-64 predicted to have a borderline personality disorder	567	569	579	582	580	13	2.3%
People aged 18-64 predicted to have an antisocial personality disorder	443	445	454	457	456	13	2.9%
People aged 18-64 predicted to have psychotic disorder	504	506	515	518	516	12	2.4%
People aged 18-64 predicted to have two or more psychiatric disorders	9,085	9,120	9,285	9,342	9,305	220	2.4%

Source: PANSI: <http://www.pansi.org.uk>

Homelessness

We currently commission a range of homelessness services from a number of statutory, voluntary and private sector organisations, to deliver supported and temporary housing and support for vulnerable people across Warrington. These services are available to adult single males and females, with a specific provision for young people aged (16 -25 years).

The Homelessness service floating support and outreach is available to people that have tenancy or accommodation issues, that may require assistance to help address arrears, develop skills to live independently or may be living in inadequate accommodation, sofa surfing or entrenched homeless including street homeless/rough

sleeping. This support is to maintain their tenancies, reduce the risk of homelessness, and address any financial issues and encourage engagement with wider services.

WBC also supports a 10 bed emergency night shelter provided by charitable organisation, which also delivers a day service specifically for street homeless.

Warrington Borough Council Housing Plus service also offer arrange of temporary accommodation with support attached to relieve homelessness whilst finding them suitable long term accommodation.

Through quantitative multi sourced data and feedback from service users and stakeholders within Warrington, an analysis of the data from the current commissioned services has highlighted the growing accommodation needs and an understanding of the housing related support needs. These increasing needs enabled a future projection of how demand may look within the next 5-7 years. This information will inform the commissioning of the future provision.

Young people with additional needs progressing to adulthood

The number of Education, Health and Care (EHC) Plans maintained by the Council's Children's Services has increased by 72% in the past four years from 969 in 2014 to 1,556 in 2018. Year on year we have young people coming through transition into adulthood including children in care who will require supported accommodation with significant support. Of the current cohort on the Preparation for Adulthood list there are over 400 young people who will require some support as they prepare for adulthood in the next few years. Any young person who has an EHCP in year 8 (Age 13) will come onto the Preparation for Adulthood list the following year.

The Council is seeking to develop a Local Offer focusing on the Preparation for Adulthood outcomes of: education and employment; living independently; health; and community participation. Early identification of needs is key to ensure services can be planned in a timely and appropriate way.

There are currently gaps in respite for children moving into adulthood and specialist education placements within the borough. The commissioning aim, where possible is for services to be provided in borough to avoid young people having to travel some distance to education and to avoid sometimes costly out of borough placements.

In the past year (2018-19) there has been development of in-borough supported housing provision which has enabled young people to move back into the borough. The Council is seeking more opportunities to further increase the number of in-borough supported accommodation options for young people.

The Council is developing supported internships for young people across a variety of sectors within the local economy, including within engineering and residential placements. This includes providers working collaboratively to enable young people to access supported employment opportunities.

The Council is also seeking to increase the number of community services accessible to this cohort, including universal community services and specialist community services, such as access to supported leisure activities and travel training.

Supply

Learning Disability Supported Accommodation

The following table shows the current capacity of the Learning Disability Supported Accommodation Framework. The cost to the Council for supported accommodation for those under 65 with a Learning Disability is approximately £8.5m per year.

Number of accommodation units (rooms)	177
Number of individual properties	73
Number of service users	167

Learning Disability residential and nursing care placements

There are approximately 100 individuals under 65 with a learning disability who live in specialist residential and nursing care placements and the Council spends approximately £5.2m per year.

Due to a shortfall of supply within the borough, in 2017/18 the Council made 34 residential placements outside of the borough and 9 specialist nursing placements outside of the borough.

In addition, there are currently eight respite beds dedicated for those with Learning Disabilities within the borough, which largely meets current need, however as need changes or increases this may need to be reviewed.

Shared Lives services

There are two providers of Shared Lives services in Warrington who offer support predominantly to those with learning disabilities.

Shared Lives services are care and/or support services that are provided by individuals, couples and families who have been approved and trained. Care and/or support may be provided either within or outside of the home of the carer and may include support to people living in their own homes. Shared Lives can range from day care, to short or long term accommodation and/or support.

In 2017/18 there were 17 individuals with a learning disability under 65 accessing a Shared Lives Service. There is a need to increase the provision of 'Shared Lives' provision particularly for vulnerable younger Adults. More Shared Lives Carers are needed to meet the demand from a growing number of individuals with learning disabilities, including those choosing Shared Lives over day service opportunities.

Learning Disability day opportunities

There is provision of day opportunities and activities across the town offering week day daytime activities to adults with learning disabilities (such as woodwork, bike refurbishment, craft work and horticulture). The range of opportunities include a community café which is a vocational learning/training service. Day opportunities also provide assistance in developing personal skills for independent living. In 2017/18, approximately 185 Adults (under 65) with a learning disability accessed day activities.

Complex Mental Health supported Accommodation Framework

The current Complex Mental Health Framework has 250 units of supported accommodation, provided by 16 individual providers. The aim of the framework is to support Service Users with complex mental health needs to maintain a safe place to live, whilst enabling them to recover, sustain recovery, be socially included and to gain, regain or maintain independent living skills.

We are currently undertaking a review of provision across our Mental Health Framework and these findings will inform our future commissioning position, including anticipated future levels of demand. Initial findings from the review highlight increasing need for provision of services to be increasingly personalised and provide intensive support based around individual need to address complex issues and behaviours. Services are needing to be focused on helping to achieve specific personal outcomes in aiding individuals to be able to manage their affairs such as personal finances, being a good tenant and ability to access and maintain relationships with support services. Individuals need to be supported to be able to support themselves to return to live within their community and to be able to maintain their independence.

Complex Mental Health residential and nursing Care

Warrington has a dedicated residential and nursing care home for adults who are assessed as having a functional mental health need and/or complex needs. The facility is a 20-bed facility and provides 24/7 nursing and /or care needs for individuals diagnosed with a complex mental Health problem. However, demand is typically higher than we are able to accommodate within the borough, resulting in placements being made out of the borough. In 2017/18 there were 11 residential placements outside of the borough for individuals with more complex mental health needs.

Mental Health day opportunities

There are dedicated day opportunity services for adults who are aged 18 years and over who are experiencing or have been diagnosed with mental health problems. The services consist of community based day care, structured group activities and a 'drop in' facility which supports approximately 200 adults per annum. However, current provision does not typically cater for those with more complex mental health needs or where there are additional presenting issues such as substance misuse, homelessness etc.



Homelessness

We will re-tender the Homelessness supported accommodation service by summer 2020. The future provision of homelessness accommodation support service aims for a greater use of mainstream housing, continuing to offer a person centred support service extending the outreach support to meet the high risk and multiple complex needs, focusing on reintegrating and resettlement back into the community and enable vulnerable people to achieve and maintain independent tenancies.

We are determined to accomplish UK Government's goal of halving rough sleeping by 2022 and ending it by 2027 and to the visions, guidelines and actions as defined in the Warrington Homeless Strategy 2014-18, adhering to the recommendations from the Homeless Commission Review, with a continued focus on prevention and strong integrated partnerships, including The Homeless Reduction Act 2017 (HRA) and the Duty to Refer Act (DtR).

Supported accommodation for other vulnerable adults

There are two dedicated medium term (supported accommodation) options for those who may be homelessness. Typically, these services assist those in need of housing related support to regain/ maintain their independence, well-being and resettle into independent living in longer term accommodation. One facility provides 54 units of accommodation for those aged 18 plus and another provides 38 units of accommodation for young adults aged 16-21. Both are independent sector provision. There is further provision aimed at short term overnight and emergency accommodation for those that may be street homeless.

There is a dedicated refuge which accommodates women at risk of or experiencing domestic violence. This includes provision of 13 units of accommodation on a temporary basis to women aged 16+ and children. The Service provides accommodation and short term support to resettle safely and promote independent living.

Housing Position Statement

The Council intends to produce a summary Housing Position statement relating to accommodation need for individual with complex needs. This statement will identify key building requirements, technology and the care and support needed to meet current and future demand. This document outlines how developers and care Providers can plan in meeting these challenges. The Statement is designed to be part of a continuing constructive and creative dialogue between the Council and all key stakeholders whether they are public, private or from the voluntary sector.

We recognise that we cannot continue to support people in the same way as we do now, as existing accommodation and models of care are simply not sustainable. We need to work in partnership to prevent, reduce and delay the need for care and enable people to live in their homes for longer. To be successful, our local Health and Social Care market requires transformational change and how we use our collective available resources is critical to developing our transformation plans. The Housing Statement we intend to produce in the autumn of 2019.

We want supported accommodation to become:

- Provide homes for life which can be flexible, adaptable and can accommodate people with complex needs throughout their lives.
- Support a lower proportion of the population through formal care for less of their life

- To meet more needs locally (reduce the need for out of borough placements)
- To enhance and develop community support models to ensure people can live in their homes for longer and ideally for longer.
- To Innovate to lower the cost of long term care e.g. use of technology or strengths/asset-based approaches
- Embed prevention/early intervention models of care which prevent, reduce or delay the need for services and support individuals to remain living independently for longer.

Gaps in supply and market opportunities

- Our current Mental Health Framework has 250 units of supported accommodation but there are currently Delayed Transfers of Care from the Psychiatric system at Hollins Park through to step down provision at Lea Court which has patients stuck in every part of the system as Delayed Transfer of Care. Supported accommodation further down the rehabilitation pathway are also at capacity with variable outcomes.
- The Council is currently reviewing its Mental Health Framework provision. Early findings are highlighting a growing need for targeted, intensive wrap around support for individuals to increase their opportunities to regain their independence and live sustainably in their community. There is a need to increase the provision of 'Shared Lives' provision for vulnerable Adults. More Shared Lives Carers are needed to meet the demand from a growing number of individuals with learning disabilities - including those whom would prefer Shared Lives over day service opportunities.
- There is a lack of supply of supported accommodation in the borough for those with more complex needs and challenging behaviour (including complex mental health and complex learning disability). An increased supply is needed so that individuals do not have to move out of the area to access the appropriate accommodation, care and support to meet their needs.
- In March 2018, there were 128 individuals living (placed) outside of Warrington, receiving 24 hour care in a range of settings, including residential and nursing homes and supported accommodation. Warrington has an ageing housing provision and there is a lack of appropriate accommodation at ground level for clients with both complex Learning and Physical Disabilities.
- Services are needed to cater for those with mental health needs stepping down from acute in-patient settings into community-based services. Often people have combinations of needs that may also include assistance around substance misuse and alcohol.
- There is a requirement for remodelling some of the 24 hour supported living provision for people with mental health needs to adopt a single Health & Social Care Pathway for rehabilitation. Services will adhere to specified eligibility and length of stay to ensure throughput is maintained and individuals can move on to independent living. Supported Living will be a focused short-term solution, rather than seen as a 'home for life' or long-term option. The Housing Position Statement will provide additional information to aid developers and care providers when planning to invest and meet the accommodation and care requirements needed across Warrington.
- There is a shortfall of residential placements for those with a complex mental Health problem. Demand is typically higher than we are able to accommodate within the borough, resulting in placements being made out of the borough. In 2017/18 there were 11 residential placements outside of the borough.
- There is a requirement for remodelling some of the 24 hour supported living provision for people with learning disabilities. There is a lack of new particularly single storey accommodation and also a need to improve the use of technology.
- There is a projected shortfall of nursing care home beds for adults with learning disabilities/complex needs with challenging behaviours. There is also an associated shortfall of residential and nursing placements for those with complex Learning Disabilities within the borough. In 2017/18 there were 34 residential placements outside of the borough and 9 Specialist

nursing placements made outside of the borough. We would like to see more of this specialist support available within the Borough.

- There is a need for more personalised day activities for adults with learning disabilities, including supported employment options.
- The Council is reviewing the provision of Homelessness Services to better meet what are increasingly accommodation issues combined with substance misuse, mental health and adult safeguarding concerns. A tender for all homelessness services will take place in 2019/20.
- There is a need for market developments that enables people funding their own care or via direct payments to ensure they have more choice and control over who provides their care and support. We anticipate that more people will take greater control in directing or commissioning their own care in the future and in determining what services they wish to utilise. To drive greater opportunity in increasing options for more choice and control in how personal budgets are managed, the Council intends to undertake an ISF (Individual Service Fund) pilot with Providers contracted to support individuals with Learning Disabilities, this is anticipated to commence in 2020. The findings from the pilot will feed into the progressing and developing greater opportunities for more personalisation of services and choices for individuals in the management of their personal budget in the future.
- More local learning provision for (pre and post 18) children and younger adults with more complex Special Educational Needs and Disabilities (SEND) is needed.

Spend

Warrington Borough Council and Warrington Clinical Commissioning Group as the local commissioning organisations invest around £360m per year in Social Care and Health services. The aim is to bring services and investments closer to improve both the experience of those using services and also outcomes.

Whilst the investment remains significant it is notable that since 2010 the council has reduced its total budget by £122 million and there is an expectation that a further £40 million is required to be saved by the Council by 2020 across all departments.

The Council with health colleagues will require change, support and innovation from providers in order to manage the budget challenges.



Guiding Principles

The following principles will guide our vision for how we develop the local Adult Social Care Market;

- All vulnerable adults should be **safeguarded** and protected from harm or abuse and prompt action will be taken to address safeguarding concerns
- Adults with disabilities should be able to live in their own homes with the support and care they need to enable them to live as **independently** as possible
- **Technological developments** in care and support can enable people to live independently at home, such as, a range of assistive technology and smart-enabled technology.
- **Reablement and Rehabilitation** can support people to regain their independence after an episode of ill health, enabling them to regain the skills and confidence necessary to live at home.
- Everyone should be enabled to **self-care through the availability of information** and advice and via accessing early intervention and prevention services, such as opportunities to keep active, eating well and maintaining positive mental wellbeing
- **Care and support** should be provided in local communities, linked to GP practices, so that people can access services close to home. Service provision will match the needs of the local community and this may vary across the borough
- **Appropriate Housing** is essential to support people to live independently and safely
- Those providing care for others should be supported to balance their **caring responsibilities** with other responsibilities such as work and family life, enabling them to have breaks from their caring responsibilities.
- Local people should have **access to timely and up to date information** about the range of care and support options available in Warrington, who may be eligible and how to access them. We also believe that there should be information and advice to enable everyone to plan for their future, including planning for the cost of their future care and support.
- Local people should have access to information about the **quality of services** on offer in Warrington so that they can make informed choices about who will provide their care.

Workforce

Across Warrington, approximately 90% of all care workers work in the independent sector. Local providers have significant influence on the development of the local workforce and the delivery of services in the borough.

We commissioned the Skills for Care in 2016/17, to undertake an analysis of the Adult Social Care workforce in Warrington. At that time, there were an estimated 5,400 adult social care jobs in Warrington. Around 1,600 (29%) of these jobs were in home care services. The Skills for Care research suggest as many as one in four workers leave the care workforce every year and there are continually vacancies in Warrington of around 6.6% of the total care workforce. The staff turnover in the sector is approximately 28%. Skills for Care also found that leavers in Warrington are more likely to leave their care role within one year of starting, resulting in significant challenges to recruitment and retention.

Warrington health and care workforce has shortages of Nurses, GPs, Therapists, experienced Social Workers, Care Assistants and Health Care Assistants. Home care and Nursing Home Nurses are particularly affected by vacancies, a trend which is also replicated across the region.

Approximately 79% of care staff working in Warrington are female. In all parts of the care sector in Warrington the age profile of care staff is now aging and younger people are not remaining in the sector. It is predicted that almost a quarter of existing care staff in Warrington could retire in the next ten years.

Sufficiency of labour to provide care across the Health and Social Care system in Warrington is strongly affected by the availability of

alternative employment sectors in the Borough. Low sufficiency and low resilience impacts negatively on the whole system.

We recognise that there have been positive efforts to address workforce challenges through collaborative approaches to recruitment, retention and training. As a Council we are supportive of the Ethical Care Charter and a fair deal for care staff. We are also investing in collaborative approaches to training through the introduction of the Clinical Skills Hub.

We recognise the primary importance of workforce and are keen to hear from the market as to your ideas regarding how the challenges can be addressed.



Our commitment to Providers

In order to collectively meet the challenges of the market, we aim to;

- Work with providers, staff and service users to co-design care and support options to ensure health and care services are fit for purpose and provide positive user experience
- Work with providers to develop a care market that offers the service user choice in how, where and from whom they receive their care and support
- Work with providers to develop options to support independence, self-care and strengths based models of care and support so that people avoid expensive specialist, residential care and acute health services for as long as possible
- Work with providers to increase the range and use of technology enabled care where safe and appropriate e.g. Carecall, sensor technology, security cameras etc. We will consider technology enabled care as part of an individual's assessment and care plan.
- Work with providers who can clearly demonstrate a commitment to delivering quality care and who place dignity, safeguarding, compassion and respect at the heart of their service
- Work with providers where performance falls short of the quality standards required
- Work with providers to build capacity where gaps in services are identified e.g. homecare

- Work with providers to develop a skilled and sustainable workforce which is adaptable and flexible to meet the changing needs of our residents
- Work with the market to develop options for those requiring assistance with multiple risk factors, including homelessness, Mental Health, Domestic Abuse, Substance and Alcohol misuse.



Your opportunity to work with us

If you are a prospective or current provider, you are welcome to contact us to discuss how you may be able to contribute to the aims and ambitions set out in this Market Position Statement. We are open to engagement in commercial discussions around opportunities and possibilities to meet need in different ways.

All of our tender opportunities are advertised on 'The Chest' procurement portal and our future commissioning activity will reflect our transformational plans as we move forward. Providers will have the opportunity to significantly contribute to the development of the local care market and in developing new and innovative models of care.

Contact us

This Market Position Statement is a reference point for discussions about how you can help us to sustain and improve sufficiency and quality. We welcome contact to discuss how you may be able to contribute to the shared aims.

We are also interested in gaining your views about this Market Position Statement. For example, telling us what market information you need would be especially useful so that we can ensure future Market Position Statements meet your needs.

You can direct your enquiries to:
Commissioning and Contracts Team, Warrington Borough Council
E-mail: ConandCom@warrington.gov.uk

