

WIRRAL COUNCIL

CABINET - 9<sup>th</sup> DECEMBER 2009

REPORT OF THE DIRECTOR OF ADULT SOCIAL SERVICES

## **PERSONAL BUDGET PHASE 2 PILOT**

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### ***Executive Summary***

*On 15<sup>th</sup> October 2009 Cabinet received a report outlining the progress made in the provision of personal budgets and agreed that phase 2 of Wirral's personal budget project is to be tested on a minimum 10% of people receiving community based services. This report requests authority to extend phase 2 of the pilot to all adults with a learning disability, all people recovering from stroke across Wirral and all people in Birkenhead locality.*

### **1 Background**

- 1.1 The evaluation and options for phase 2 of the personal budgets project have been discussed at the department's Personal Budgets Steering Group and the department's Transformation Programme Board. These groups agreed the recommendations in the report. In addition the group recommended to the Strategic Leadership Team on its preferred option for Wirral's personal budgets phase 2 pilot. The Strategic Leadership Team considered the report and presented findings from phase 1 to Cabinet.
- 1.2 On 15<sup>th</sup> October Cabinet endorsed the option to extend Phase 2 of the personal budget project to a minimum 10% of people using community care services.

### **2 Personal Budgets Project Phase 2**

- 2.1 Having considered the outcome report of Phase 1 of the personal budget project and option appraisal for phase 2, three key decisions are needed to progress to phase 2 of the project. The three key decisions needed are that phase 2 of the pilot is extended to include:-
- 2.2 **All adults with learning disabilities**, across Wirral. This fits in with the progress needing to be made in transforming learning disability services, in accordance with Valuing People Now and could include transition. People with learning disability and families are eager to move to receiving personal budgets. Members will be aware that personal budgets originally started in learning disability service areas.

- 2.3 **All adults recovering from a Stroke across Wirral**, this proposal builds on the exciting work being taken forward across Wirral, in Partnership with the Stroke Association, and builds on the development of the Stroke pathway. Cabinet will also be aware that NHS-Wirral have made a significant additional investment in Stroke services to include a 24 hour a day hospital service.
- 2.4 **One locality area (Birkenhead)**. The merits of focussing phase 2 of the pilot on one locality area were assessed. The main advantages of this would ensure that:-
- consistent approaches are undertaken by all staff in one locality. A lesson learnt from phase 1 was that staff faced challenges working with two systems; new processes and existing
  - new ways of working are applied to the entire customer journey not parts of it
  - new ways of working and processes will be a model which will then be applied across other localities
  - the department can work with Public Health and take forward an evaluation of the impact of personal budgets on the health and wellbeing of people
- 2.5 The merits of which locality were discussed and agreement reached that Birkenhead locality would benefit most from being the chosen locality to be included in phase 2. The main reasons being:-
- Wallasey locality is already piloting integrated working through the Wirral Integrated Services Programme (WISP)
  - Bebington and West Wirral locality have newly appointed senior staff, who are together addressing a range of important matters and are not yet in a position to take forward the extra demands
  - Birkenhead locality has significant issues of deprivation and health inequalities and it was considered that work on implementing personal budgets earlier may have a greater impact for people in this locality
  - Birkenhead locality and adults with learning disability teams are located in the same building which assists in taking forward the design of new processes
  - Birkenhead locality and adults with learning disability teams are managed by the same principal manager which will assist with the cultural change process
- 2.6 It is important to recognise that by focussing on adults with learning disability, stroke and Birkenhead locality would not preclude others across the Borough accessing the pilot if they wish to do so.

### **3 Financial Implications**

- 3.1 Indications from the pilot sites across the country evidenced that people who use services were making more efficient and effective use of their budget than may have been the case under current arrangements.

However no significant increase or decrease of expenditure has been reported to date.

- 3.2 The development of a robust resource allocation system (RAS) needs to ensure that individual / personal budgets and self directed support will be delivered within the current funding envelope. There is a risk to the budget if the RAS allocates more resources than people currently use and fixed costs are not reduced as people make alternative support arrangements. Phase 2 of the pilot will test this and transitional arrangements will be put in place.

#### **4 Staffing Implications**

- 4.1 There will be an impact on the role and function for the social care workforce. Indications from the pilot show that heavy investment in staff is required to support them with adapting to this radical change. Regular monitoring of workloads and capacity will take place throughout phase 2.
- 4.2 During the pilot process there has been a focus on workforce development to enable those providing services to have access to resources to develop the skills, knowledge and ability to provide universal information, advice and advocacy services across sectors. The workforce will need to be remodelled so that less time is spent on traditional assessment and more time on support planning, brokerage and advocacy. Skills and roles will need to be developed so the workforce are comfortable to advise on decision making and managing risk and enabled to meet person centred needs through co-production and, where appropriate, integrated working arrangements.
- 4.3 A workforce strategy is being developed to support staff through this major transformational change in both health and social care and bring with this an awareness of the benefits and likely impact that personal budgets and self directed support will have on services and more specifically their role.
- 4.4 The department has developed an appropriate learning and development programme to support staff in these new ways of working. A training needs analysis will assist us in identifying training and support on the following areas: resource allocation system, support planning, support brokerage, training for providers, developing referral routes, process and pathways, guidance on practice, self directed assessment, positive risk taking, health and safety, links to safeguarding, consent, mental capacity act, risk enablement, ongoing monitoring of support plans, guidance on restrictions and parameters within support planning.
- 4.5 The department in partnership with Open University has successfully bid for Employer Learning, Development and Accreditation Solutions (ELDAS) funding to co-create a distance learning course around the personalisation agenda. The programme of learning and assessment (both academic and vocational) provides a unique opportunity for the department to make an active contribution to the development and delivery of a qualification that

leads to the continuing professional development of health and social care staff, provides one component of a post-graduate or post-qualifying award and credit rating/accreditation that sits on the Qualifications and Credit Framework.

## **5 Equal Opportunities Implications**

- 5.1 This project has been and will continue to be subject to equality impact assessments to ensure that vulnerable people and those from minority groups are not adversely affected by the implementation of personal budgets and self directed support.

## **6 Community Safety Implications**

- 6.1 Personal budgets and self directed support provides a more holistic approach to addressing an individual's need. By empowering individuals to take control of their support package it is likely that they will be able to identify more clearly issues which concern them about their own safety within the community. A process of managing risk is currently being developed.

## **7 Local Agenda 21 Implications**

- 7.1 There are no Local Agenda 21 implications.

## **8 Planning Implications**

- 8.1 There are no planning issues from this report.

## **9 Anti Poverty Implications**

- 9.1 There are no direct anti poverty implications from this report.

## **10 Social Inclusion Implications**

- 10.1 Personal budgets and self directed support enables people to be eligible for a range of funding streams and gives people greater control and choice over their support. In general, people benefiting from these developments are likely to be amongst the most socially excluded in society. As a result, people will have more active participation in their support arrangements and enhance their status with providers.

## **11 Local Member Support Implications**

- 11.1 Personal budgets and self directed support has Wirral wide implications.

## **12 Background Papers**

- 12.1 Department of Adult Social Services Personal Budget Steering Group report 'Personal Budgets Implementation Proposal', 16<sup>th</sup> December 2008.

Department of Health (2008), Evaluation of the Individual Budgets pilot programme: final report, [http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_089505](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_089505)

Department of Health (2008), Transforming Social Care, [http://www.dh.gov.uk/en/Publicationsandstatistics/Lettersandcirculars/LocalAuthorityCirculars/DH\\_081934](http://www.dh.gov.uk/en/Publicationsandstatistics/Lettersandcirculars/LocalAuthorityCirculars/DH_081934)

### **13 Recommendations**

That Cabinet:

- (1) Agree to extend phase 2 of the personal budgets pilot to all adults with learning disability, all people recovering from Stroke and Birkenhead locality (paragraphs 2.1 to 2.6)

**JOHN WEBB**  
**Director of Adult Social Services**

Francesca Tomlin  
Principal Manager – Reform Unit  
Ext no 5140

Date 27<sup>th</sup> November 2009