

WIRRAL COUNCIL

CABINET: 14 OCTOBER 2010

REPORT OF THE DIRECTOR OF ADULT SOCIAL SERVICES

PERSONAL BUDGETS

Executive Summary

This report seeks Cabinet agreement to roll out the offer of personal budgets to all eligible Wirral residents from October 2010. This involves a key decision which was first identified in the Forward Plan dated October 2009.

1 Background

- 1.1 On 9 December 2009 Cabinet agreed to extend Phase 2 of the Personal Budgets Project to all adults with a learning disability, all people recovering from stroke and all people in the Birkenhead Locality. This was to give a realistic and statistically valid assessment of the impact of Personal Budgets on people's outcomes and the Adult Social Services Budget.

2 Context

- 2.1 Personalisation affects all aspects of what the Department and its partners do and therefore needs to be seen within the context of the wider transformation of Adult Social Services. The Personal Budget Project Phase 2 confirms the new business process needed to deliver self directed support which has the Fair Access to Care Services (FACS) Criteria embedded within a Resource Allocation System (RAS). The revised model is illustrated in the Appendix and is summarised in the following steps:-

- Step 1 Accessing information and advice
- Step 2 Determining eligibility for support (FACS)
- Step 3 Being informed of an Indicative Budget (RAS)
- Step 4 Planning Support to meet agreed levels of need
- Step 5 Agreeing the Support Plan and Personal Budget
- Step 5 Spending the Personal Budget
- Step 6 Living life
- Step 7 Reviewing needs, eligibility and Personal Budget

- 2.2 Personal Budgets continue to be set within the existing legal framework. Therefore the current duty of care based on assessed need will need to be properly met within this new process. The additional requirement is to give people an 'up front' Indicative Budget based on a fair and transparent RAS set in conjunction with the Council's FACS criteria.

- 2.3 The RAS provides a transparent means of arriving at this Indicative Budget. It is based on assigning a notional monetary value to points arrived at during the individual's assessment and verified by a practitioner. It offers no guarantee of entitlement to financial support or the actual amount of that support. It is essential for staff, members and customers to understand this and not make the false connection with it being a direct budgetary control measure. It is not currently lawful to base the Council's response to assessed need on the RAS Indicative Budget. It does however introduce a new dimension for practitioners to reflect on in their conversation with people in determining how the Council provides a reasonable response to assessed need. The budget control mechanism is the approval of personal Support Plans and not the Indicative Budget allocation.
- 2.4 The Council is required to meet the following milestones set out in Putting People First. These have a direct bearing on the Care Quality Commission's annual assessment of performance against the Our Health, Our Care, Our Say outcomes.
- By April 2010 the Council must have introduced Personal Budgets;
 - By October 2010 the Council must offer Personal Budgets to all people with an assessed need and their carers; and
 - By 31 March 2011 at least 30% of people with eligible need have a Personal Budget.
- 2.5 The first milestone has been met in Phases 1 and 2 of the Project. The decision made in this report will enable the Council to meet the second. Current projections of activity in the second half of the year suggest the third milestone will also be met. This would be at risk if the decision were delayed.

3 Project Evaluation

- 3.1 Phases 1 and 2 of the Project provide a sufficiently robust sample size to be confident that the RAS at £1.84 per point allocates no more additional resources than the current approved Budget. The current RAS is based on £1.88 per point.
- 3.2 The evaluation also shows that the average costed Support Plan for the sample population is 28% less than the average Indicative Budget (ie £1.35 per point). However this does not mean that everyone will agree to take the offer of a Personal Budget which would imply a budget efficiency. This particularly applies to people with more complex needs whose current cost of support is greater than their Indicative Budget. They may over time make this shift as new opportunities are presented for the way they choose to live their lives. This decision cannot be forced on people. However, it is reasonable for Cabinet to consider reducing the allocation to close this apparent gap. Cabinet are advised of the risk that there comes a point when the allocation is so low it acts as a disincentive for people to choose the option of a Personal Budget.

- 3.3 Cabinet are advised to determine the monetary value assigned to points as part of the budget setting process. Cabinet are further advised it is the actual setting of the Budget that is the critical policy decision not the '£ per point' allocation. This only serves to provide an indicative allocation of the resources available in the Budget and cannot directly be used to determine the cost of individual Support Plans.
- 3.4 Cabinet will note that critical to the successful roll out of a new self directed support system and the effective application of a RAS is the competency of fieldwork staff. For phases 1 and 2 the Council adopted a co-design methodology which was considered to be an effective way of learning which would achieve the necessary change in culture. This is an ongoing process and is supported by the Workforce Development Plan.
- 3.5 The training support put in place for phase 1 and 2 will be continued as part of the phase 3 roll out. It is important to note that this support programme has been further strengthened taking into account some of recommendations from the Care Quality Commission report received on Safeguarding Adults and Adults with a Learning Disability.
- 3.6 Cabinet are also advised there is strengthened management scrutiny of practitioners' responses to presenting need to ensure there is a consistent approach and appropriate challenge to costed support plans. Essentially it is this mechanism that is the direct budgetary control measure linked to other transformation projects such as Assistive Technology, Early Intervention and Prevention, Managing the Market, and the review of Provider Services which are currently subject to wider public consultation.

4 Business Risk

- 4.1 Failure to roll out personal budgets in Wirral from October 2010 will result in the following:-
- The Council will not be able to meet the Putting People First Milestones set out in paragraph 2.5.
 - The Council will not be able to deliver Improvement Area 11 (transforming support planning) a requirement of the 'Care Quality Commission's First Improvement Plan arising from the inspection report on Safeguarding Adults and Learning Disability Services' (Care Quality Commission, September 2010).

5 Conclusion

- 5.1 It is reported to Cabinet that it can have reasonable confidence the systems that are now in place will support the successful roll out of Personal Budgets as the universal offer to people in Wirral who are eligible for support. However this is not without risk.

- 5.2 The financial modelling undertaken in conjunction with the Department of Finance and an independent consultant provided by the Department of Health, shows that the '£ per point' allocation can be set between £1.84 and £1.35. The pure mathematical allocation of the budget approved by Council for 2010-11 to the current supported population suggests this to be £1.84. However, after building in the financial pressures being faced by the growth in the older population and people with a learning disability, and reduced income from charges this reduces to £1.74. Cabinet, to be prudent, may also wish to include a contingency to take account of statistical error if the sample of 413 proves not to be representative of the whole population. Given the sample size a reasonable contingency would be 5%, which would then result in a reduced allocation of £1.65 per point. It is therefore recommended to Cabinet that the £ per point allocation should be set within the range of £1.65 to £1.74.
- 5.3 Above this range, which takes account of the population growth and loss of income, could mean the RAS allocates more than the available resource. Below it, could result in too few people taking up the offer and the transition not being achieved or delayed. Any point within the range is not considered to have any impact on how much the Council spends on meeting people's needs. Over time, as more people choose to take up a Personal Budget and their costed Support Plans remain below the Indicative Allocation the Council is likely to reduce its spending whilst people achieve better outcomes.

6 Financial Implications

- 6.1 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.

7 Staffing Implications

- 7.1 There is an impact on the role and function for the social care workforce. A shift in investment has been made in supporting staff to adapt to the new approaches and re-skilling has been taking place via newly developed learning and development opportunities.

8 Equal Opportunities Implications/Health Impact Assessment

- 8.1 The new processes will ensure that no-one is disadvantaged because of their age, lifestyle or ability, and that people's health and wellbeing is promoted. The Self Directed Assessment documentation has been developed with health colleagues in NHS Wirral and a joint process agreed which minimises duplication of assessment.

9 Community Safety Implications

- 9.1 Self directed support and personal budgets provides a more holistic approach to addressing a person's individual need. By empowering individuals to take control of their support it is likely that they will be able to identify more clearly, issues which concern them about their own safety within the community. Managing risk and safety is a key component of the assessment documentation and a process for managing risk has been developed.

10 Local Agenda 21 Implications

- 10.1 None directly arising.

11 Planning Implications

- 11.1 None directly arising.

12 Anti Poverty Implications

- 12.1 None directly arising.

13 Social Inclusion Implications

- 13.1 Self directed support and personal budgets promote active participation in individuals support arrangements and community life.

14 Local Member Support Implications

- 14.1 Phase 3 of the Personal Budgets Project will offer self directed support and personal budgets across all wards in Wirral.

15 Background Papers

- 15.1 Association of Directors of Adult Social Services, *'Personalisation and the law: Implementing Putting People first in the current legal framework'*, October 2009
- 15.2 Wirral Council Department of Adult Social Services, *'Putting People First Milestones Wirral Progress Report'*, 23 July 2010

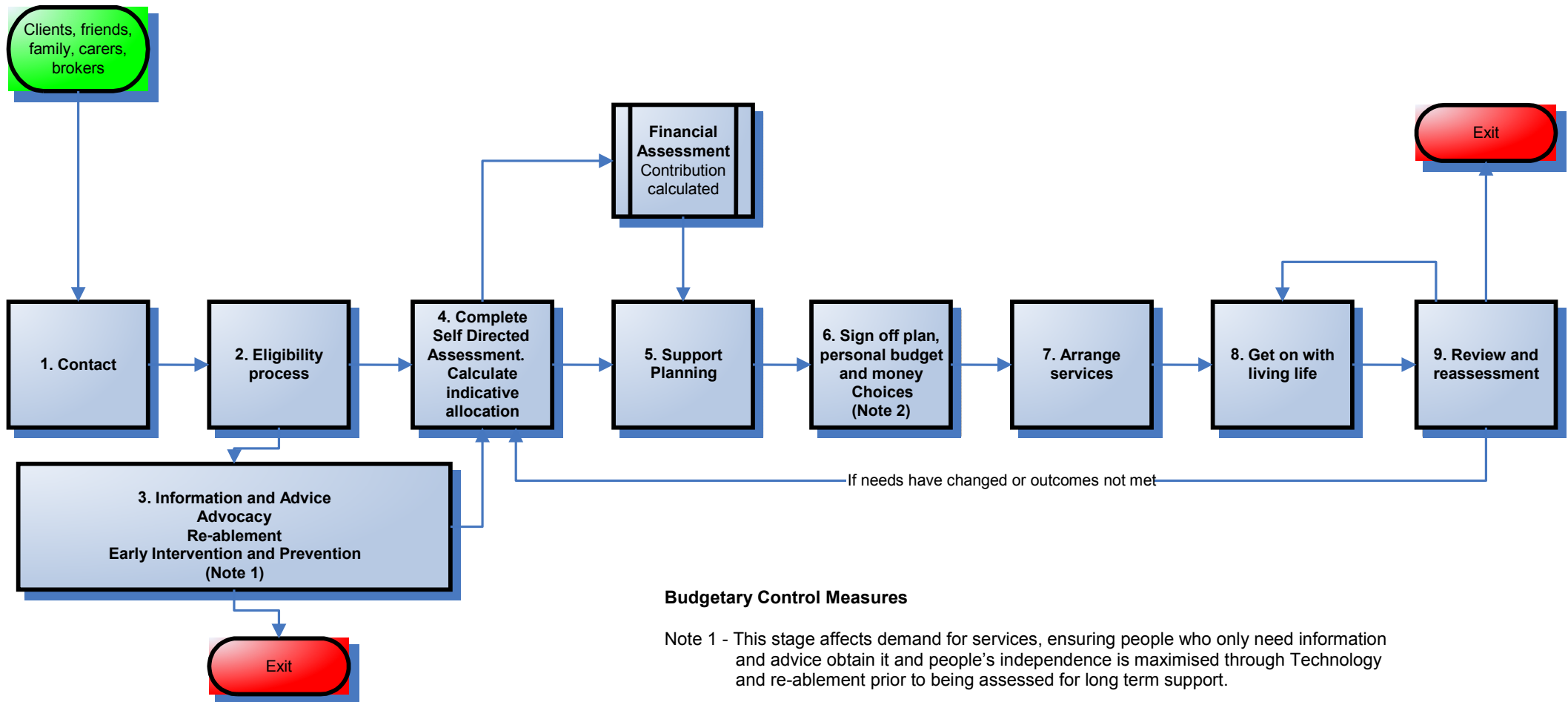
16 Recommendations

That;

- (1) Cabinet agree to roll out Personal Budgets as the universal offer to people with eligible needs from October 2010, and determine the £ per point allocation within the range of £1.65 to £1.74.

JOHN WEBB
Director of Adult Social Services

Adult Social Care – Delivering Putting People First



Budgetary Control Measures

Note 1 - This stage affects demand for services, ensuring people who only need information and advice obtain it and people's independence is maximised through Technology and re-ablement prior to being assessed for long term support.

Note 2 - This is the stage that determines actual Council expenditure. Appropriate approval mechanisms are built into the Scheme of Delegation.

