

ADULT AND COMMUNITY SERVICES SCRUTINY FORUM AGENDA



Wednesday 31 March 2010

at 4.30 pm

**in the Council Chamber,
Civic Centre, Victoria Road, Hartlepool**

MEMBERS: ADULT AND COMMUNITY SERVICES SCRUTINY FORUM

Councillors Atkinson, Coward, Cranney, A Marshall, Preece, Richardson, Simmons, Worthy and Young.

Resident Representatives: Evelyn Leck and Mary Power

- 1. APOLOGIES FOR ABSENCE**
- 2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**
- 3. MINUTES**
 - 3.1 To confirm the minutes of the meeting held on 24 March 2010 (to follow)
- 4. RESPONSES FROM THE COUNCIL, THE EXECUTIVE OR COMMITTEES OF THE COUNCIL TO FINAL REPORTS OF THIS FORUM**

No items.
- 5. CONSIDERATION OF REQUEST FOR SCRUTINY REVIEWS REFERRED VIA SCRUTINY CO-ORDINATING COMMITTEE**

No items.

**6. CONSIDERATION OF PROGRESS REPORTS / BUDGET AND POLICY
FRAMEWORK DOCUMENTS**

No items

7. ITEMS FOR DISCUSSION

- 7.1 Investigation into 'Putting People First – The Delivery of Personalised Adult Social Care Services - Draft Final Report – *Adult and Community Services Scrutiny Forum*

8. ISSUES IDENTIFIED FROM FORWARD PLAN

9. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT

ITEMS FOR INFORMATION

Date of next meeting – To be confirmed

ADULT AND COMMUNITY SERVICES SCRUTINY FORUM

MINUTES

24 March 2010

The meeting commenced at 4.30 pm in the Civic Centre, Hartlepool

Present:

Councillor: Chris Simmons (In the Chair)

Councillors: Kevin Cranney and Carl Richardson

Officers: Nicola Bailey, Director of Child and Adult Services
Laura Starrs, Scrutiny Support Officer
Angela Hunter, Principal Democratic Services Officer

82. Apologies for Absence

Apologies for absence were received from Councillors Reuben Atkinson, Ann Marshall, Arthur Preece and Resident Representative Evelyn Leck.

83. Declarations of interest by Members

There were no declarations of interest made at this point in the meeting. See minute 87.

84. Minutes of the meeting held on 24 February 2010.

Confirmed.

85. Responses from the Council, the Executive or Committees of the Council to Final Reports of this Forum

None.

86. Consideration of request for scrutiny reviews referred via Scrutiny Co-ordinating Committee

None.

87. Consideration of progress reports/budget and policy framework documents – Proposals for Inclusion in the Child and Adult Services Departmental Plan 2010/11 (Director of Child and Adult Services)

The Director of Child and Adult Services gave a presentation to the Forum outlining the proposed outcomes and actions contained within the Departmental Plan that related to the Child and Adult Services Department. During the presentation, Members raised a number of issues which included the following.

Councillor Kevin Cranney declared a personal interest in the remainder of this minute.

- (i) In relation to the development at Orwell Walk a Member questioned the involvement of Housing Hartlepool in assisting with the further development of community relations. The Director of Child and Adult Services confirmed that at the current time, Housing Hartlepool's main efforts were concentrated on ensuring that the building works were completed in the required timeframe. However, Housing Hartlepool had highlighted their commitment to the development of community relations including the provision of the telecare programme for the whole area.
- (ii) Whilst it was recognised that the people residing in the Hartfields development were keen to develop their own community, there was concerns expressed at the creation of 'villages' around the town which may lead to the creation of silos for particular groups of the community. The Director of Child and Adult Services commented that Hartfields was in the middle of a still developing housing estate and the community was beginning to integrate with the wider community through the local shop and café. It was noted that the Joseph Rowntree Foundation was currently working on increasing community engagement and it would be interesting to see how the community in the area developed.
- (iii) It was noted that at another meeting, a Member had commented on the refurbishment of the Mill House Leisure Centre and the lack of a changing village which had been part of the original plans. The Director of Child and Adult Services confirmed that there were still some areas of the Centre to be refurbished with completion scheduled for summer 2010.
- (iv) A lengthy discussion took place on the forthcoming Tall Ships event and the preparations involved. The Director of Child and Adult Services confirmed that a number of workstreams were ongoing and were looking at transport, travel and emergency planning among other things. Departments were also developing plans to ensure that their service areas were staffed appropriately. In response to a question from a Member, the Director confirmed that Members Seminars had been held and newsletters had been

circulated to all Members to keep them informed of progress. In addition to this, the minutes of the Tall Ships Board were available on the Council's website. However, any specific questions or concerns should be emailed to the Tall Ships Project Manager, Michelle Daurat of John Mennear, Assistant Director (Community Services) for a response.

- (v) A Member questioned the development of the Havelock Centre and raised concerns that service users may be asked to pay a contribution for hire costs once the centre was refurbished where there was no charge previously. The Director of Child and Adult Services commented that the fee strategy was still being worked up but the aim was to ensure that where appropriate, organisations would be required to pay a contribution for using the centre, although there would be some exceptions.
- (vi) In relation to the development of the website Hartlepool Now and the possibility of including a trusted trades register, a Member referred to the work currently being undertaken by the Economic Development Section to develop the 'buy local' strategy and it was suggested that inclusion of this strategy on the website should be explored.
- (vii) A Member commented on the issue of take up of free school meals and referred to the operation of lunchtime at St Hilds school which did not allow pupils to leave the site and this had proved very successful in reducing anti-social behaviour in the local area and ensuring the children had a healthy school meal.
- (viii) The creation of strategies and lengthy reports was questioned as to whether they had any real benefit to service provision. The Director of Child and Adult Services confirmed that some responsibilities within the department were statutory with a lot of external monitoring taking place and strategies were a good way of highlighting trends in particular service areas.
- (ix) A Member referred to the structure of the Adults section of the department and commented that it appeared to be a particularly 'lean' structure and it was questioned whether a similar approach would be used across the Children's section of the department. The Director of Child and Adult Services indicated that the same approach had been used and had produced a 'lean' structure within the Children's section of the department. However, there were slight reservations as this left little or no capacity to deal with problems as they arise within schools.
- (x) There was some concern among Members at the number of employees leaving the authority in one go due to the implementation of Business Transformation. In response, the Director of Child and Adult Services confirmed that this was one of the dilemmas of being a 'small' local authority, although there would be very little spare capacity, the 'Hartlepool Way' had shown that all employees had a real commitment to efficient and effective service provision and were willing to go that extra mile. In addition, it was noted that the Service Delivery Option reviews would ensure that services were being delivered in the most cost effective and efficient

- way without affecting front line services.
- (xi) Members commented that the Child and Adult Services department dealt with vulnerable children as well as adults, but were concerned that services may be affected in light of the Service Delivery Option reviews.. The Director of Child and Adult Services indicated that across all departments within the local authority, there were more efficient ways of working and each department was striving to achieve this without affecting front line services.

The Director of Child and Adult Services was thanked for her presentation and for answering Members' questions.

That the comments of the Forum be forwarded to the Scrutiny Coordinating Committee meeting on 16 April 2010.

The meeting concluded at 5.42 pm.

CHAIRMAN

ADULT AND COMMUNITY SERVICES SCRUTINY FORUM

31 March 2010



Report of: Adult and Community Services Scrutiny Forum

Subject: INVESTIGATION INTO PUTTING PEOPLE FIRST –
THE DELIVERY OF PERSONALISED ADULT
SOCIAL CARE SERVICES - DRAFT FINAL REPORT

1. PURPOSE OF REPORT

- 1.1 To present the draft findings of the Adult and Community Services Scrutiny Forum following its investigation into Putting People First – The Delivery of Personalised Adult Social Care Services

2. SETTING THE SCENE

- 2.1 At the meeting of the Adult and Community Services Scrutiny Forum of 13 July 2009, Members determined their Work Programme for the 2009/10 Municipal Year. The topic of 'Putting People First – the Delivery of Personalised Adult Social Care Services' was agreed to inform a major in-depth Scrutiny Inquiry for the Forum's 2009/10 work programme.
- 2.2 In terms of the legislative framework, in 2006, the Health White Paper, 'Our Health, Our Care, Our Say: a New Direction for Community Services' outlined the key elements for the reform of the adult social care system in England. The aim of the reformed system being to 'respond to demographic changes presented by an aging population and the rising expectations of those who depend on social care for their quality of life and capacity to have full and purposeful lives'.
- 2.3 In delivering this major programme under the 'Putting People First' commitment, a clear shared vision and commitment has been established between the Local Government Association, the Association of Directors of Adult Social Services, the National Health Service and others for the transformation of adult social care services. This shared commitment is illustrated in the document entitled 'Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care', which was circulated to Members as background information for this investigation.

2.4 As additional background reading, a selection of extracts from the 2008/09 Self Assessment Survey, completed by the Adult and Community Services Department in May 2009, were also circulated to Members for information. The key points included:

- (a) Choice and control is at the heart of an ambitious vision for Hartlepool in transforming adult social care. The vision addresses the challenges for social care of a changing and ageing population, higher expectations and individuals desire to retain control over as many aspects of their own lives as possible for as long as possible;
- (b) Hartlepool became an In Control Total Transformation site and has received support from In Control to deliver the transformation agenda locally; and
- (c) Through the deployment of personal budgets and direct payments, people who use services are increasingly becoming commissioners of their own support, and are best placed to understand their own individual needs and commission services that enable them to live their own lives.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

3.1 To investigate the implementation and impact of the Putting People First agenda and the personalised delivery of adult social care services, including self directed support and personal budgets

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

4.1 The following Terms of Reference for the investigation were agreed by the Adult and Community Services Scrutiny Forum on 26 August 2009:-

- (a) To gain an understanding of the 'Putting People First' agenda and the delivery of personalised adult social care services in Hartlepool;
- (b) To gain an understanding of the legislative framework governing adult social care services in Hartlepool;
- (c) To examine how personalised adult social care services are being delivered in Hartlepool;
- (d) To seek the views of people who use services on the process and delivery of adult social care services in Hartlepool;
- (e) To seek and compare good / different practice from a comparable local authority in relation to the implementation of the 'Putting People First' agenda; and

- (f) To identify suggestions for improvements to the implementation of the 'Putting People First' agenda in Hartlepool.

5. MEMBERSHIP OF THE ADULT AND COMMUNITY SERVICES SCRUTINY FORUM

- 5.1 Membership of the Adult and Community Services Scrutiny Forum for the 2009/10 Municipal Year was as outlined below:-

Councillors Atkinson, Coward, Cranney, A Marshall, Preece (Vice-Chair), Richardson, Simmons (Chair), Worthy and Young.

Resident Representatives: Evelyn Leck and Mary Power

6. METHODS OF INVESTIGATION

- 6.1 The Members of the Adult and Community Services Scrutiny Forum met formally from the 26 August 2010 to 8 February 2010 to discuss and receive evidence directly relating to their investigation into 'Putting People First – The Delivery of Personalised Adult Social Care Services'. A detailed record of these meetings is available from the Council's Democratic Services or via the Hartlepool Borough Council website.

- 6.2 A brief summary of the methods of investigation are outlined below:-

- (a) A presentation from Hartlepool Borough Council Officers which was enhanced with verbal evidence;
- (b) Evidence provided by the Portfolio Holder for Adult and Public Health Services;
- (c) A presentation and verbal evidence from Oldham Council;
- (d) Verbal evidence from the Older Persons Local Implementation Team;
- (e) Verbal evidence from the Learning Disabilities Partnership Board;
- (f) Verbal evidence from the Managing Director of In Control; and
- (g) Verbal evidence from people with experience of directing their own support.

FINDINGS

7. UNDERSTANDING THE PUTTING PEOPLE FIRST AGENDA AND HOW PERSONALISED ADULT SOCIAL CARE SERVICES ARE BEING DELIVERED IN HARTLEPOOL

- 7.1 In selecting this investigation, Members were keen to gain a clear understanding of the Putting People First agenda and the delivery of

personalised adult social care services in Hartlepool. Detailed below is the evidence received from the Council's Child and Adult Services Department, the Portfolio Holder for Adult and Public Health Services and the Managing Director of In Control in relation to these issues.

Evidence from the Child and Adult Services Department

- 7.2 Officers from the Child and Adult Services Department provided an overview to the Forum on the progress that has been made to date in Hartlepool; the challenges and future steps; and the ongoing work.

Progress in Hartlepool

- 7.3 Members were informed that Hartlepool's Adult Social Care Service became a total transformation site in 2007 with care services being looked at with the aim to make them more tailored to a person's individual requirements with the introduction of personal budgets and direct payments for people to buy their care packages. Members highlighted that there was a lack of general clarity of personal budgets and direct payments therefore the following definitions were helpful to the Forum throughout the investigation:-

- (a) Personalisation of care services is the process to help public services focus on the needs of citizens so that they can begin to live good, ordinary and satisfying lives;
- (b) Self – directed support is support that a person decides upon and controls;
- (c) A personal budget is the money available to spend on the support; and
- (d) A direct payment is where a person receives their personal budget direct into their bank account.

- 7.4 It was highlighted to the Forum that over 1400 personal budgets had been implemented in Hartlepool since 2007 resulting in positive outcomes for people including increased flexibility, choice and more personalised care packages.

- 7.5 Members were informed that this move towards personal budgets and direct payments meant a move away from traditional services and care packages, (often with limited choice) and focused on the need to look at new and effective ways of supporting people in directing their own care and support. The Council from the beginning was committed to a change to the system and therefore required national support and links to best practice to offer such a commitment. This national support was offered by the organisation In Control.

- 7.6 In order for the Child and Adult Services Department to take forward this transformation they gained corporate and elected member sign up; created a

new system of self directed support; focussed on positive outcomes for people with increased flexibility and choice; developed new services; re-structured the department to reflect the impact of the new system and included further integration with the Primary Care Trust and the Foundation Trust.

Challenges and Future Steps

- 7.7 The Forum noted that one of the major challenges for Hartlepool throughout the transformation process was to change the culture of both workers and individuals to enable the best use of the resource allocation identified through an individual's assessment. Some of the ongoing challenges include financial monitoring and an evaluation of impact of personal budgets including the development of an IT system that will easily capture that information.
- 7.8 Members were interested to hear about the assessment procedures in place for individuals. The Social Care Transformation Manager confirmed that the Council had a duty of care to assess the level of care and support required by an individual. Part of this assessment included the production of a support plan which detailed the individuals needs and requirements and also contingency plans should an emergency situation arise, for example if an assistant / carer is ill and cannot fulfil their duties. A point score allocation is specified which is matched against an indicative resource allocation for the individual. The person then considers how they want to be supported and have their needs met and develops a support plan (with assistance from a social worker if required). The support plan is then considered by the department's Risk Enablement Panel prior to approval. It was emphasised to the Forum that if an individual's needs change then a review of the support plan will be carried out and a person's allocation, or how they choose to deploy it may alter. The Forum heard that the indicative resource allocation is finalised following completion of the support planning process. If the resources a person planned to utilise were significantly different from the indicative allocation, this may indicate that assessed needs are not being met and this would be identified through the Risk Enablement Panel. The Risk Enablement Panel is also able to identify cases where the indicative allocation is insufficient to meet a persons identified needs, and can agree additional funding where appropriate.
- 7.9 Members did raise concerns as to how an individual's care was currently monitored to ensure that the care provided was improving the person's life. Members were informed that the Council had a duty of care under the Community Care Act which includes a duty to monitor on a regular basis and evaluate the outcomes for individuals receiving care. The level of risk associated with each individual determines how regularly the monitoring takes place but all cases are formally reviewed on an annual basis. It was highlighted to Members of the Forum that monitoring can be undertaken by telephoning the individual or by visiting in person depending on the situation and level of risk assessed. If the level of outcome for the individual is not appropriate, the social worker will speak to the providers of the service to

ascertain why. Linked to this, Members questioned how the monitoring was undertaken of whether individuals were receiving the full package of support that had been identified through their assessment. Members were informed that a panel meet on a weekly basis to monitor whether the allocations identified through the assessments are being utilised. If a case arose where allocations were significantly over or under spent the case would be reviewed in line with the Council's duty of care to ensure that the individuals care needs and outcomes were being met.

- 7.10 Monitoring of whether the services are being delivered to the satisfaction of the individual was an area that the Forum explored further. Questions that are now put to the individual detail what outcomes are important to them, for example, cleaning the house or doing laundry. If, when the services are reviewed by a care manager it is identified that these outcomes are not being met, then the Department would take steps to rectify this. This is more complex if an individual has employed a carer using a direct payment rather than a contractor but there are mechanisms in place to support vulnerable people in handling this.
- 7.11 Questions were asked by Members of the Forum regarding the cost of the implementation of personal budgets and direct payments. The Principal Finance Manager indicated that the new system places more emphasis on how resources are used and focuses on the outcomes necessary for individuals. Officers from the Department felt that individuals are, in general, very responsible with their allocated budget and ensure that value for money is achieved whilst ensuring that their outcomes are met. Members noted that even if an individual is spending the exact same amount of money as with the previous system, a much more personalised outcome is achieved.
- 7.12 Members of the Forum were concerned that Criminal Record Bureau (CRB) checks cannot be enforced, although the Council do provide a facility to enable individuals to have a CRB check carried out. The purpose of a CRB check is always explained to an individual as well as the importance of obtaining references for care providers. The difficulty is that some individuals choose to employ friends or family, and although it is the individual's choice, the social worker's responsibility is to highlight the differences between personal and contractual relationships and help individuals manage.
- 7.13 In addition to the above information provided, Members requested examples of support plans with personal information removed to help with their understanding of personal budgets.

Ongoing Work

- 7.14 The Assistant Director of Commissioning highlighted to the Forum that personal budgets, which fall into the category of Choice and Control (as shown in Diagram 1) are only one element of the Putting People First agenda. Other elements include universal services, which are services that are available to the whole population, early intervention and prevention to

support people to stay in their own homes as long as possible and social capital which is the development of communities and promoting independence.

Diagram 1: Elements of the Putting People First agenda



- 7.15 Ongoing work in Hartlepool to work towards achieving all elements of the Putting People First agenda includes working with the Primary Care Trust on the development of Personal Health Budgets, development of extra care housing and support for people with dementia,, expansion of assistive technology (telecare and telehealth), developing more services for carers. .

8. Evidence from the Portfolio Holder for Adult and Public Health Services

- 8.1 Members of the Forum invited the Portfolio Holder for Adult and Public Health Services along to an evidence gathering session to seek his views on the implementation of the Putting People First agenda.
- 8.2 The Portfolio Holder indicated that he was very pleased to hear comments on the implementation of self directed support and personal budgets and felt that the success in Hartlepool is due to excellent officers working on these services.
- 8.3 It was emphasised by the Portfolio Holder that there are a large range of services that can be accessed by people with personal budgets and the process is about empowering people and changing the roles of professional social care staff. Social workers now need to empower people to make their own decisions and choices, wherever possible.
- 8.4 The Portfolio Holder outlined that the demographics reveal that both the growing number of older people and people with disabilities provide great challenges for care services. Thus, placing greater demands on services as

individuals have their own views about what they want and who will provide it.

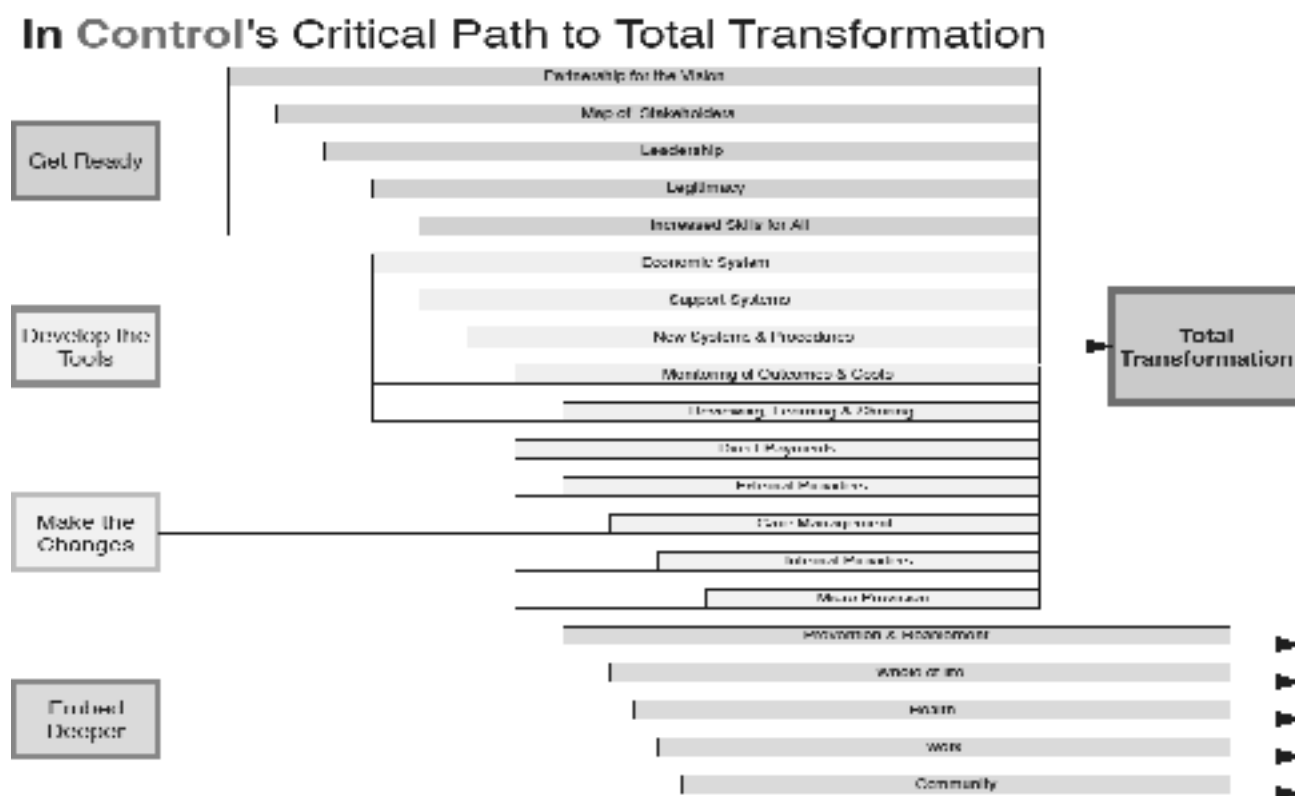
- 8.5 The Forum raised concerns about the possible delay that can occur in receiving an assessment when discharged from hospital. It was clarified by the Portfolio Holder that anyone is open to seek a social care assessment if they are considered to need one. There is also a multi-link team, including health and social care professionals, that works closely with the hospital to ensure that an assessment is undertaken prior to an individual leaving hospital care where that is felt appropriate. This then ensures that the appropriate level of care is provided once the individual has returned home.
- 8.6 Another area of concern for Members of the Forum was that some elderly people may feel too proud to claim the services on offer. The Portfolio Holder indicated that this is a matter that he feels strongly about and most of these people have paid into this society throughout their working life and these services are not charity, they are what is due to them.
- 8.7 There was concern raised by Members of the Forum in relation to the assessment process, particularly the financial assessment and the feeling amongst the Forum was that many older people find it intrusive and many would rather not receive a service than reveal their financial situation. The Managing Director of In Control commented that self directed support gives people real choices and could bring them out of isolation. Some people feel that there is a stigma attached to self directed support. The Forum were of the opinion that it was hoped that throughout this investigation, some of those stigmas could be removed and greater publicity could be given to the services and support available.

9. Evidence from the Managing Director of In Control

- 9.1 The Forum was very pleased that Julie Stansfield, the Managing Director of In Control could come along to a meeting to discuss the national and regional picture in relation to the delivery of the Putting People First agenda and the introduction of personal budgets in Hartlepool. The Managing Director was very positive about how well the system of personal budgets had been introduced in Hartlepool, with problems being resolved very quickly for people using services.
- 9.2 In Control was set up in 2003 as a project in order to find a new way of organising the social care system. It has now developed into an independent charity committed to promoting active citizenship, community development and the reform of the welfare state. In Control designed the self directed support system. The Government now wants all local authorities to change their systems to self-directed support.
- 9.3 In Control's mission is to play a key role in the creation of a new system of social and long term health care, where people will control their support, their money and their lives as valued citizens.

- 9.4 The Managing Director of In Control emphasised that there is a sequence of measures that are necessary and are of central importance to each and every authority seeking to implement self directed support in the manner driven by In Control. The Managing Director called this the critical path to total transformation, as shown below:

Diagram 2: Path to Total Transformation



- 9.5 Leadership was a top priority in Hartlepool for transforming the social care system. The transformation in Hartlepool was led from the front but incorporated all tiers of people.
- 9.6 The Managing Director highlighted the need for understanding. The key issues are to embed, sustain and protect with an understanding that is deep and widespread with the notion that the new way is the right way and that it is both permissible and necessary.
- 9.7 In Hartlepool, the broader leadership from the Council's Director, Nicola Bailey and her management team was in place. The Department then wanted to extend the understanding and therefore worked with Elected Members, team managers, social workers and other departments.
- 9.8 There was recognition from Hartlepool Council, from the early stages that it needed a robust system, one that was fair, transparent and efficient and therefore the Resource Allocation System had to be right along with the assessment questions.

- 9.9 The Forum was informed by the Managing Director that self directed support is premised on good support systems that will help people to make plans and think through how best to get what is in those plans. There must be an on-going development based on scrutiny of support systems asking questions such as are they fit for purpose.
- 9.10 The Managing Director explained that one of the key factors for the success of self directed support is to prioritise and keep priorities under review by having a clear overarching operating system from the outset. The need to monitor outcomes and costs along with reviews of learning and sharing practice are essential to getting the system right.
- 9.11 In order to make the necessary changes, it is not only about changing the systems but also about creating a user friendly interface, for example the different ways to control a personal budget, it does not have to be paid direct to an individual it can be managed through family and friends; a professional; or a service provider; or an independent organisation; or a representative. Changes and adoptions to the new direct payment system also need to be made by external and internal providers; and care managers.
- 9.12 In terms of large organisations with services less focused on choice and control and more on the need to keep costs down, In Control takes the view that if anyone is to make a success of personalisation, the balance of provision is strongly in favour of large providers. Many personal budget users opt for services that are highly personal to themselves which do not depend on traditional day care or home care services delivered by social care providers. In Control considers it an important role for local authorities to promote and stimulate small services that can meet the emerging needs of more and more people.
- 9.13 Nicola Bailey, the Director of Child and Adult Services quoted in a statement to In Control that “We cannot underestimate the significance and power of the cultural change within Hartlepool. This was mainly due to both strategic and operational leadership within and strong external critical friends, mostly from In Control or their associates. The work continues on new grounds, which includes whole life engagement and a corporate approach. This is no longer a simple issue for social care, it’s a local issue which ALL citizens in Hartlepool need to be part of. “
- 9.14 In order to continue to embed self directed support, as highlighted also by Officers from the Child and Adult Services Department there is a need for emphasis now to be placed on the whole of the population or the ‘whole person’ to incorporate health, work and the community. For example, individuals may live in families, may make contributions to society through a paid job or voluntary activities, and /or support members in the community.
- 9.15 The Managing Director outlined the lessons that In Control have learnt along the way, as detailed below:-

- (a) Real visionary leadership is critical;
 - (b) This involves active people management;
 - (c) Intervening personally – for example to lead Direct Payment groups;
 - (d) Get some quick wins – Direct payments in Hartlepool, but whatever is to hand;
 - (e) Think whole systems, but intelligently, decide what is most important;
 - (f) Listen;
 - (g) Be flexible and respond to what arises;
 - (h) Don't let the challenges faze you; and
 - (i) Stay true to the values
- 9.16 To conclude, the Managing Director emphasised that it has been an incredible journey for Hartlepool which should be celebrated and embraced, although not an easy and simple journey. Very few local authorities tackle cultural change and Hartlepool did this from the start, with all people getting involved and people should be proud. The change in management process utilised in Hartlepool will be shared nationally and internationally.

10. VIEWS OF PEOPLE WHO HAVE EXPERIENCE OF DIRECTING THEIR OWN SUPPORT

- 10.1 The Forum was very keen to engage with people who have direct experience of directing their own support.
- 10.2 Members of the Forum were extremely pleased that people were willing to share their experiences with them. A summary of the comments received from people who direct their own support is detailed below:-
- (a) There were some doubts in the first year but through understanding the system the individuals are now able to tailor their care and make much more personal choices as to how to spend their allocated budget;
 - (b) Feeling of increased independence.
 - (c) Individuals wished that they could have accessed a personal budget earlier.
 - (d) Personal budgets allow people to access many different services which previously were unknown to people.

- (e) Reduced stress to both the individuals who access the personal budget and family members as quality of life is much improved.
- (f) Support from the Teeswide Young Onset Dementia Team based in Middlesbrough had been excellent.
- (g) The support from the independent living fund, personal budget and access to work funding allowed this person to work full-time with increased flexibility.
- (h) Personal budgets working very successfully.
- (i) Some felt that the introduction of personal budgets has affected other services, for example the Havelock Centre as many people decided that it was too expensive to attend and chose other services instead. In response to this Members were concerned because there had been great demand for places at the centre in the past and the centre may be under-used because of cost. Another day service provider commented that their day care services had seen a drop in numbers and there was concern expressed about the number of unused places. The Director of Child and Adult Services informed members that numbers attending the Havelock Centre had fallen but that in lots of cases, this was because people had chosen to use their personal budget in a different way that still meet their needs. The Child and Adult Services Department will continue to seek views of users on this issue. The direct payments system has facilitated smaller organisations entering the care arena because previously the Council had block contracts with larger organisations.
- (j) Some initial reticence but now very positive about the system and the flexibility it gives.
- (k) There may be financial issues for some families who have greater health needs who wish to use personal budgets. Although, Members were informed that there is a pilot for the use of personal budgets for health care currently underway which may in the future address this aspect.
- (l) The staff at In Control very helpful.

10.3 A Member of the Forum highlighted that until a person needs to access these services directly themselves, people have little idea of the excellent services that are available to the people of Hartlepool.

10.4 Members queried the level of choice that users had in relation to their personal budgets and whether they could change the services when they liked. It was confirmed by the Director of Child and Adult Services that

people could pick and choose and change their minds as they wished, there are no restrictions. Although, Members did feel that people with access to a personal budget may need to be reminded of this.

- 10.5 The Forum was interested to hear how the Council publicises the personal budget system. The Principal Finance Manager informed Members that if an individual requires an assessment they can visit or telephone the Contact Centre in the Civic Centre. Also, it is due to be publicised on the Hartlepool Now website. The Department also intends to publicise the system through libraries, community and leisure centres in order to reach those people who are not already aware of it. Further suggestions from the Forum to publicise personal budgets included a column in the Hartlepool Mail and speaking at the 50+ Forum in Hartlepool. Details had already been publicised in the Hart Beat magazine. Members were informed that although there are excellent links between the Council and the Primary Care Trust it is still possible that there may be a small number of individuals slipping through the net and therefore awareness of the system had to be raised. At the Older Persons Local Implementation Team it had come to light that a large number of older people would prefer not to manage their personal budget. One factor was the implementation of contributions being required from individuals for some aspects of care and many did not wish to pay for services which had previously been provided freely. Many had expressed surprise at the high cost of services which the Council are obliged to provide. A suggestion made by the Forum was that the Council break down the costs of care provision when sending out notification of Council tax so that tax payers are aware of the cost.
- 10.6 The Forum expressed concern that the personal budget system could be open to fraud. Although, Members were informed that accounts are reviewed on at least an annual basis. A person who received a personal budget reiterated that support is available and would expect the personal budgets to be reviewed and monitored.
- 10.7 Members explored whether direct payments could be used to pay for home care from non agency staff as this may be cheaper than using agency staff. Members were informed that this is acceptable although employment legislation should be adhered to. The cost of certain types of care may be of concern to people, one example used was the cost of overnight stays and it was highlighted to the Forum that other facilities are available such as telecare and bed sensors and with the system being flexible it can be tailored to the needs of the individual if changes were necessary.
- 11. GOOD / DIFFERENT PRACTICE FROM A COMPARABLE LOCAL AUTHORITY IN RELATION TO THE IMPLEMENTATION OF THE 'PUTTING PEOPLE FIRST' AGENDA**
- 11.1 Members of the Forum decided that the best option in order to gather evidence from other local authorities to illustrate good / alternative practice in relation to the delivery of the Putting People First agenda was to invite

- representatives from two other local authorities to attend a meeting of the Forum.
- 11.2 Members were keen to focus on, not only good practice local authorities but also those that had delivered the Putting People First agenda in an alternative way.
- 11.3 It was acknowledged that Hartlepool was leading the way on the Putting People First agenda and officers had attended other local authorities to share best practice. Members agreed to invite representatives from Oldham Council and Manchester City Council to share their working practices and their experiences of the delivery of the Putting People First agenda. Oldham Council was chosen because it was a similar size unitary authority to Hartlepool and had rolled out their programme in a similar way and Manchester was chosen because it was a much larger authority who took a different initial approach because they did not join up with In Control.
- 11.4 The representative from Oldham Council highlighted that few complaints were coming through from residents with personal budgets who had organised their own care and support arrangements. It was highlighted to Members that the personal budget provision allowed individuals to make their own decisions; not care professionals making decision for them. The Forum felt that this was an important point that individuals were entitled to make the wrong choices in their care as well as the correct choices but should this happen; support should be given to ensure that better choices are made.
- 11.5 Manchester City Council submitted written evidence in relation to their transformation programme. The evidence received from Manchester Council was their Adult Social Care Blueprint. In order to undertake this transition in a planned, managed and positive manner, Manchester's Redesign Project was commissioned to deliver this Blueprint, which sets out how Adult Social Care needs to change over the next five years. Within the Blueprint, the starting point for service changes looks at how customers will access services through such means as information, advice, assessment and then the delivery of care services, portraying an open service, which is easy to navigate and use, a service accessible by web (as an example of the most modern channel of communication), phone, as well as face to face. This will happen in a variety of locations, such as the customer's own home and external independent locations, including, for example, libraries, GP surgeries, one stop shops.
- 11.6 This revised approach to accessing services will enable Adult Social Care to engage with its customers earlier, with the objectives of reducing high levels of need, reaching more of the people who need the services most, and reducing the costs incurred in providing access to services. A successful customer-facing service will deliver a high level of customer satisfaction, increased knowledge of what is available and where, as well as streamlined delivery methods for all services.

- 11.7 The Blueprint looks at the area of finance, ensuring that Adult Social Care provides the right funding to eligible people, always ensuring that the right outcomes are achieved. Individual budgets will shape the development of a more customer-focused care market in Manchester, and provide significant opportunities for local small business growth and employment opportunities in the joint delivery of direct, customer related services.
- 11.8 The Blueprint proposes a move towards joined-up commissioning, and the development of a model, delivering standards and processes to secure scale benefits and commissioning for services in a way that is more attractive to the market. The products offered will be provided in conjunction with partners in the public, private and voluntary sectors, and with individuals and communities.
- 11.9 Adult Social Care will also devolve from a centrally structured organisation, where 'Town Hall' is seen as the centre and will seek to understand local needs and respond to them in a flexible but structured and efficient manner, and where possible through more local service provision.
- 11.10 The Blueprint and its supporting documents outline the way in which the transition can be successfully achieved.

12. SUGGESTIONS FOR IMPROVEMENTS TO THE IMPLEMENTATION OF THE 'PUTTING PEOPLE FIRST' AGENDA IN HARTLEPOOL.

- 12.1 The Forum suggested that there be improved publicity in relation to the Putting People First agenda to raise awareness of what it is, what services are available and how to access it.

Feedback from Viewpoint

- 12.2 As Members of the Forum were very keen to engage with the community, one of the ways to do so was by online consultation via the Council's 'Your Town, Your Say' Webpage. An online viewpoint questionnaire was launched in January 2010 asking people to give their views on personal budgets and direct payments. However, unfortunately, no responses to the questionnaire were received.

13. CONCLUSIONS

- 13.1 The Adult and Community Services Scrutiny Forum concluded:-
- (a) That personal budgets have made a real improvement to the quality of life for people who are now in control of their own affairs and can make their own care choices;
 - (b) That the Council's departmental staff be commended for their hard work and commitment over the last three years and for leading the

cultural change which has contributed so much to the success of this initiative in Hartlepool;

- (c) That the Hartlepool approach in conjunction with In Control is a success story;
- (d) That there is a lack of understanding about personal budgets and direct payments among the general public and awareness needs to be raised;
- (e) That the excellent work already carried out to implement personal budgets and direct payments be continued to deliver the overall Putting People First agenda;
- (f) That monitoring of personal budgets is essential to ensure that the individual is receiving the services they require and that the payment is being used to suit the individuals needs;
- (g) That, in general, people are not aware of the high cost of care packages. A suggestion was to break down the costs of care provision and circulate when sending out notification of Council tax;
- (h) That the number of people using day care services has dropped since the implementation of personal budgets;
- (i) That people with access to a personal budget can pick and choose the services they require and change their minds as they wished, there are no restrictions; and
- (j) That the Forum welcome an evaluation into the impact of personal budgets and the development of IT system that will easily capture that information;

14. RECOMMENDATIONS

14.1 The Adult and Community Services Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are outlined below:

- (a) That the Council continue to raise awareness of the Putting People First agenda;
- (b) That the Council publicise the services which are available through self directed support along with the associated costs and how to access these services;

- (c) That the Council work in partnership with the relevant organisations, partners and members of the public to deliver all the elements of the Putting People First agenda;
- (d) That the Council monitor and evaluate the effect and impact that self directed support has on:-
 - (i) existing providers and their ability to respond to the changing needs of users; and
 - (ii) the individuals with a personal budget
- (e) That the Council explore ways to stimulate and encourage the availability of appropriate services from both smaller and larger providers that reflect the evolving needs and requirements of service users.

15. ACKNOWLEDGEMENTS

- 15.1 The Forum is grateful to all those who have presented evidence during the course of the Scrutiny Inquiry. We would like to place on record our appreciation for all those witnesses who attended the Forum. In particular the Forum would like to thank the following for their co-operation during the Scrutiny Investigation:-

Hartlepool Borough Council:

Councillor Ged Hall – Portfolio Holder for Adult and Public Health Services.

Nicola Bailey – Director of Child and Adult Services

Jill Harrison – Assistant Director (Commissioning)

John Lovatt – Acting Assistant Director (Operations)

Jeanette Willis – Principal Finance Manager / Transformational Lead

Sarah Ward – Social Care Transformation Manager

Resident Representatives

External Representatives:

Julie Stansfield – Managing Director of In Control

Ken Stapleton – Project Co-ordinator, Oldham Council

Liz Bruce – Strategic Director Adults, Manchester City Council

Members of the Public

**COUNCILLOR CHRIS SIMMONS
CHAIR OF THE ADULT AND COMMUNITY SERVICES SCRUTINY FORUM**

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BACKGROUND PAPERS

The following background papers were used in preparation of this report:-

- (a) Report of the Scrutiny Manager entitled 'Scrutiny Investigation into Putting People First – the Delivery of Personalised Adult Social Care Services Scoping Report' presented to the Adult and Community Services Scrutiny Forum of 26 August 2009.
- (b) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Setting the Scene – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 14 October 2009.
- (c) Presentation of the Assistant Director of Adults Commissioning / Social Care Transformation Manager / Principal Finance Officer – Transformational Lead entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services delivered to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 14 October 2009.
- (d) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Options for Gathering Alternative Practice Evidence from Other Local Authorities in Relation to the Implementation of the Putting people First Agenda presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 14 October 2009.
- (e) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Discussion with People who have Experience of Directing their own Support – Covering

Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2009.

- (f) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Putting People First – the Delivery of Personalised Adult Social Care Services – Evidence from the Managing Director of In Control – Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (g) Presentation of the Managing Director of In Control entitled 'Total Transformation: Hartlepool's Story' delivered to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (h) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services –Evidence From Manchester City Council and Oldham Council – Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (i) Presentation of Oldham Council delivered to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (j) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Evidence from the Authority's Portfolio Holder - Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (k) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Discussion with People who have experience of Directing their own Support - Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 8 February 2010.
- (l) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services –Evidence from Manchester City Council – Covering Report presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 8 February 2010.
- (m) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Suggestions for Improvement to the Implementation of the Putting People First Agenda – Covering Report presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 8 February 2010.
- (n) In Control Publication - What is Self Directed Support – An Easy Read Booklet.
- (o) Self Directed Support in Hartlepool 2006 - 2009

- (p) Health White Paper, 'Our Health, Our Care, Our Say: a New Direction for Community Services' – 2006
- (q) Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care'
- (r) Selection of extracts from the 2008/09 Self Assessment Survey, completed by the Adult and Community Services Department - May 2009
- (s) Examples of Support Plans
- (t) Adult Social Care Redesign Project – Manchester City Council – October 2007
- (u) Minutes of the Adult and Community Services Scrutiny Forum of 26 August 2009, 14 October 2009, 13 January 2010 and 8 February 2010.