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## Report of the Director Adult Social Services

### Executive Board

Date: 23<sup>rd</sup> January 2008

Subject: Putting People First- Vision and Commitment to the Transformation of Adult Social Care

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#### Electoral Wards Affected:

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

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## EXECUTIVE SUMMARY

The purpose of this report is to advise Executive Board of the publication of a recent document outlining the vision and direction for the development of Adult Social Care services in the future. It summarises the content of the report and highlights the regulatory framework through which the performance of local authorities will be judged in order to demonstrate a customer orientation to the delivery of Social Care services in the future. It highlights work being undertaken in Leeds to prepare for anticipated changes and seeks in principle endorsement for the direction of travel and Elected Member engagement in the change process.

This report outlines significant and fundamental reform to the adult social care system. The reforms have been developed in response to public concerns about existing systems after extensive consultation and engagement. Early implementer sites report widespread benefits to developing a more personalized system of care support for individuals. The pace and volume of change requirements will be challenging for an authority as large as Leeds. However, positive progress in respect of accelerated developments in Direct Payments can be used to engage and drive forward change.

This report recommends the endorsement of the principles and direction of the protocol "Putting People First" and that the Elected Members of the Council be engaged in developing the way forward through information, seminars and scrutiny under the leadership of the Executive Board and Lead Member for Adult Social Care.

## **1.0 Purpose Of This Report**

- 1.1 The purpose of this report is to advise Executive Board of the publication of a recent document outlining the vision and direction for the development of Adult Social Care services in the future. It summarises the content of the report and highlights the regulatory framework through which the performance of local authorities will be judged in order to demonstrate a customer orientation to the delivery of Social Care services in the future. It highlights work being undertaken in Leeds to prepare for anticipated changes and seeks in principle endorsement for the direction of travel and Elected Member engagement in the change process.

## **2.0 Background Information**

- 2.1 Local Authorities have a long tradition, bound by statute, of providing services to older and disabled people, people with learning disabilities and people with mental health needs. These services have been complemented by a range of services for carers.
- 2.2 For many years this was known as “welfare” provided under the National Assistance Act 1948. In the 1990s “welfare” took a step forwards becoming “community care” (The NHS and Community Care Act 1990 ). Most of the large institutions including specialist and geriatric hospitals closed and people went to live in smaller units dispersed throughout the community. This important legislation introduced the “duty” for Local Authorities to assess the needs of individuals and to ensure these needs were met. Support and care was to be provided by either Voluntary Independent or Local Authority Services.
- 2.3 Over the last few years government policy and legislation has started to respond to the call for people to have greater rights in respect of receiving social care. The “Community Care ( Direct Payments) Act 1996” was introduced to enable a financial payment to be made to an individual in need in preference to a direct service. A direct payment enables a person to have more direct control over their care arrangements for example through employing a carer directly. Further, in 2001, the government published a White Paper entitled “ Valuing People”. This gave Social Policy direction for Local Authorities in work with people with a learning disability. The importance of disabled people being recognized as citizens with access to the same opportunities as everyone else was emphasized. The role of Local Authorities in ensuring opportunities for learning disabled people to have access to housing, employment, leisure, education and health services was specified. This was to be achieved by working in partnership with individuals, their carers, other Statutory organizations, Local Authority, Voluntary and Independent Sector services.
- 2.4 In 2005 the Green Paper “ Independent Wellbeing and Choice” was published, closely followed in 2006 by the White Paper “ Our Health, our Care, our Say : a new Direction for Community Services”. These documents set out the need for a new direction for Community Services which responds to demographic changes in society and increasing expectations of convenience and customer service from the public. Significant recommendations were made to Local Authority and Health Services in respect of :
- Enabling health, independence and wellbeing for individuals and communities
  - Better access to health services
  - Better access to community services
  - Support for people with longer-term needs
  - Care “ closer to home” ( in communities rather than hospital or institutional settings)
  - Giving people choice and control of their care arrangements

The implementation tasks included a range of measures to extend the scope of Direct Payments and to introduce “individual budgets”. These budgets consist of cash payments for care which would previously have come from a range of funding streams e.g Supporting People, Social Care, Disabled Facilities Grants and Independent Living Fund.

2.5 There have been 13 National Pilot sites developing the arrangements for Individual Budgets. Additionally, a number of Local Authorities have developed innovative ways of supporting people with learning disabilities under a Government initiative called “ In Control”. All Local Authorities have been modernizing Social Care Services to enable people to have more choice and control in care services and have been working in close partnership with Health Partners. These initiatives together represent the direction towards the delivery of a more personalised Adult Social Care System.

### **3.0 Putting People First – A shared Vision and Commitment to the Transformation of Adult Social Care**

3.1 On 10 December 2007 a landmark protocol was published which sets out the commitment to independent living for all adults and outlines the shared aims and values which will guide the transformation of Adult Social Care. “ Putting People First” has been launched by six Government Departments, Local Government (LGA), Social Care’s Professional Leadership Providers and the Regulator. The full text is attached at Appendix 1.

3.2 The Introduction highlights the demographic challenges and rising expectations of those depending on social care for their quality of life and capacity to have full and purposeful lives. The forthcoming Green Paper on longer-term reform of the funding system is acknowledged alongside joint commitment from the signatories of the protocol to public sector reform. Further comment is made concerning:

- Participation of users and carers
- Engagement of all stakeholders especially front line staff
- Funding support for system change
- Single community based support system focused on the Health and Wellbeing of the local population
- Arrangement of services around citizens
- Delivery of new statutory requirement to undertake Joint Strategic Needs Assessments
- Incentivisation through the local performance framework

3.3 The protocol outlines the values which influence the new direction for adult social care. Issues identified are as follows :

- Quality of life and the equality of independent living is fundamental to a socially just society
- A system focused on prevention, early intervention, enablement and high quality personally tailored services should be developed
- Maximum choice, control and power over support services
- Care and protection for those who genuinely need it
- Personal budgets to enable people to shape and commission their own services

3.4 The new personalised adult social care system will have key elements:

- Partnership with all stakeholders
- Agreed and shared outcomes
- System wide transformation affirming and accelerating previous direction of travel regarding needs analysis; commissioning; information, advice and advocacy; self assessment, self directed support, personal budgets; role of carers, changes in community equipment delivery; transition from Children's Services; user-led influence; adult protection and dignity; workforce strategy.

The leadership and "Championing" role of Adult Social Care across public services and the community is set out.

3.5 The reform outlined is supported by a range of National and Regional improvement programmes and notification is given of the development of a new Skills Academy. The Comprehensive Spending Review published the availability of a Social Care Reform Grant for Local Authorities to deliver the reforms. At the time of writing, the conditions of the grant are not known. Further information will be sought to clarify the individual timescales and designated delivery responsibilities which will be expected before 2011.

#### **4.0 Regulatory Change**

4.1 Inspection and regulation of Adult Social Care is subject to change as the Commission for Social Care Inspection is consolidated with the Health Care Commission to form the Quality care Commission. The joining of the two Regulatory Functions will take place at the end of March 2009.

4.2 The approach to the future Performance Assessment Framework for Adult Social Care will be influenced by the reforms in Public Sector Performance and revised Performance Agreements with Central Government. However, notification of the proposed new Service Inspection Regime has been given. The six themes that a service inspection might cover include evaluation of whether people:

- are safeguarded
- are well informed
- receive personalised services
- have access to preventative services
- are involved
- have equal access
- benefit from effective partnership working

The standards under each of the above themes are listed at Appendix 2. This is a new approach which has now been undertaken in eight Local Authorities. Early indications are that the standards provide for a harder test for Local Authorities.

4.3 Leeds has received early informal notification of the Commission for Social Care Inspection's intention to inspect Older People's Services in early summer 2008/09. It is understood that the service will be inspected against at least 3 themes, including safeguarding, personalisation and prevention. It is advised that a robust action plan is developed to implement "Putting People First" in order to deliver the change requirements.

#### **5.0 Preparation and Progress**

5.1 The improvement in performance in delivery of Direct Payments as an alternative to care has presented some challenge to the service. Delivery of a comprehensive action plan will result in more than doubling of recipients during 2007/08. However, significant acceleration

is required if the requirements of “ Putting People First” are to be achieved and Leeds performance is to be improved in relation to other Local Authorities.

- 5.2 Delivering the principles in the protocol can be summarized by describing features of the old and new Social Care Systems. It requires a shift in the service from support and care to independence and transformation.

**Old Way**

Professional in control  
Assessment by professional  
Limited information  
Inflexible services  
Focus on disability/ dependency  
Lack of resource transparency  
Contracted services  
Service User

**New Way**

Person in control  
Self-assessment supported by advocates  
Wide and accessible information  
Flexible, individually tailored services  
Focus on recovery/ re-enablement  
Clearly identified resources  
Direct Payments/ individual model  
Consumer/ customer

- 5.3 Information has been obtained from National Pilot Sites and learning networks in order to inform developments in Leeds. Analysis is taking place to fully understand the change management requirements, including:

- support systems for individuals
- resource allocation systems and infrastructure
- budget implications
- risk management and safeguarding
- commissioning appropriate services
- joint working with other Statutory, Voluntary and independent agencies
- role and function of provider services
- training and development of staff

- 5.4 The targets set by the central government in relation to direct payments have been revised such that to maintain our current performance rating we will be required to more than double the number of recipients (225) to 500 in this year and then to more than 625 in the next. To improve our performance to a rating of good would require us to more than double that figure. Clearly, even maintaining the current adequate level of performance requires the release of significant cash budgets from service areas where demand is expected to reduce as a consequence of people utilising their direct payments in different ways.

- 5.5 By the financial year 2009/10, the government has made known its intention to require all Authorities to ensure that significant numbers of people in receipt of statutory personal social care services purchase this using an individualised budget ( of which the social care direct payment might form one component). The target for Leeds in the first year of this new requirement could be as many as 5000 people ( 25 % of current numbers of service recipients). Such approaches are currently being piloted in a number of Authorities; officers are carefully monitoring the progress of this work and assessing the overall implications for Leeds.

- 5.6 Positive progress can be reported. A local conference was held on the 18<sup>th</sup> September to explore the issues in extending opportunities for direct payments. Wide stakeholder commitment is emerging with many examples of transformed lives as a result of the initiatives.

- 5.7 Analysis is being undertaken in respect of assessing the particular impact on services for all users of service. However, the government is also forming particular attention on those with

a learning disability. This is in part because of serious national concerns about the current quality of some services. Additionally there is a considerable growth in numbers of this group which is challenging in relation to budget requirements. On 4<sup>th</sup> December 2007 the Department of Health published a report “Valuing People Now – from Progress to Transformation”. A further report will be prepared outlining the key issues in the report and the issues to be addressed in delivering change.

- 5.8 This report heralds a significant change to traditional delivery of care services. There will be policy options in relation to the development of the response which will require Political Direction and Engagement. Extending opportunities for personalised services is likely to be agreed as a key priority in the Strategic Plan. It is recommended that a short briefing note be sent to all Members supported by a cross party seminar in the New Year. It is recommended that the development of an action plan for change is overseen by the Executive Member for Health and Adult Social Care with cross party engagement and reported to the Health and Adult Social Care Scrutiny Board for information at regular intervals.

## **6.0 Summary and Conclusions**

- 6.1 This report outlines significant and fundamental reform to the adult social care system. The reforms have been developed in response to public concerns about existing systems after extensive consultation and engagement. Early implementer sites report widespread benefits to developing a more personalized system of care support for individuals. The pace and volume of change requirements will be challenging for an authority as large as Leeds. However, positive progress in respect of accelerated developments in Direct Payments can be used to engage and drive forward change.

## **7.0 Recommendations**

- 7.1 Members are requested to :
- Endorse the principles and direction contained in the protocol “Putting People First” – Vision and Commitment to the Transformation of Adult Social Care”
  - Agree the proposals to involve Elected Members through information, seminar, Executive Member leadership, cross party discussion and regular reporting to the Health and Adult Social Care Scrutiny Board
  - Note the themes and framework for the inspection of Social Care Services and informal notification of a Service inspection in 2008/09.
  - Note the allocation of a Social Care Reform Grant and that the Director of Adult Social Services in liaison with the Director of Resources will develop an action plan incorporating the conditions of the grant.
  - Note that following the Governments recently published documents, a further report will be prepared in respect of service implications for people with a learning disability.