



Report of the Director of Adult Social Services

Adult Social Care Scrutiny Board

Date: 22nd September 2010

Subject: Summary of Progress in Response to Self Directed Support Inquiry Report Recommendations

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

This report provides a summary of progress to Scrutiny Board Members with respect to the Self Directed Support Inquiry Report recommendations.

It advises Members that an increasing number of adults are receiving their social care through self directed support. Many current service users have chosen to continue to receive their existing service but a significant proportion have elected to receive their support through a direct payment or a personal budget. The number of people receiving direct payments is forecast to continue to increase during the year. At the end of July, only a small number of adults have been receiving personal budgets although revised processes are anticipated to generate an accelerated take-up of Personal Budgets from August onwards.

If new service users continue to exercise their choice to buy externally provided services, this will have a significant impact on in-house and commissioned provision, It provides additional impetus for the reshaping of current services, to ensure they are scaled appropriately and provide personalised services which individuals want to buy. It will also impact on future commissioning strategies, as large cost and volume contracts will no longer be required, and the commissioning section will need to focus more on market shaping and stimulation.

Information for the period up to the end of July suggests that Adult Social Services has seen a decline in the proportion of assessments completed within statutory timescales. This is thought to have resulted from the introduction of revised assessment processes associated with self directed support and as a consequence of an increasing volume of safeguarding referrals.

The local authority is forecast to meet its target for 2010/11 for the delivery of 30% of all community care services through self directed support.

1.0 Purpose Of This Report

1.1 This report provides a summary of progress of Adult Social Services in response to the following Self Directed Support Inquiry Report recommendations:

Recommendation 2 - That the Director of Adult Social Services updates the Adult Social Care Scrutiny Board (or its successor board) on the resource impact of Self Directed Support and the capacity to provide timely case assessments and reviews for service users within the constraints of current or planned staffing structures. This information is to be provided in conjunction with the quarterly performance report.

Recommendation 5 - That the Director of Adult Social Services updates the Adult Social Care Scrutiny Board (or its successor board) on a quarterly basis on the budgetary impact of Self Directed Support and financial pressures created throughout the municipal years 2010/11 and 2011/12.

Recommendation 7 - That the Director of Adult Social Services updates the Adult Social Care Scrutiny Board (or its successor board) on performance against NI 130 on a quarterly basis in conjunction with the quarterly Performance Monitoring Report.

2.0 Background Information

2.1 Self-directed support means that people are able to design the support or care arrangements that best suit their specific needs. LAC (DH) (2008) 1 *Transforming social care* states that

“In the future, all individuals eligible for publicly-funded adult social care will have a personal budget (other than in circumstances where people require emergency access to provision); a clear, upfront allocation of funding to enable them to make informed choices about how best to meet their needs, including their broader health and well-being. A person will be able to take all or part of their personal budget as a direct payment.”

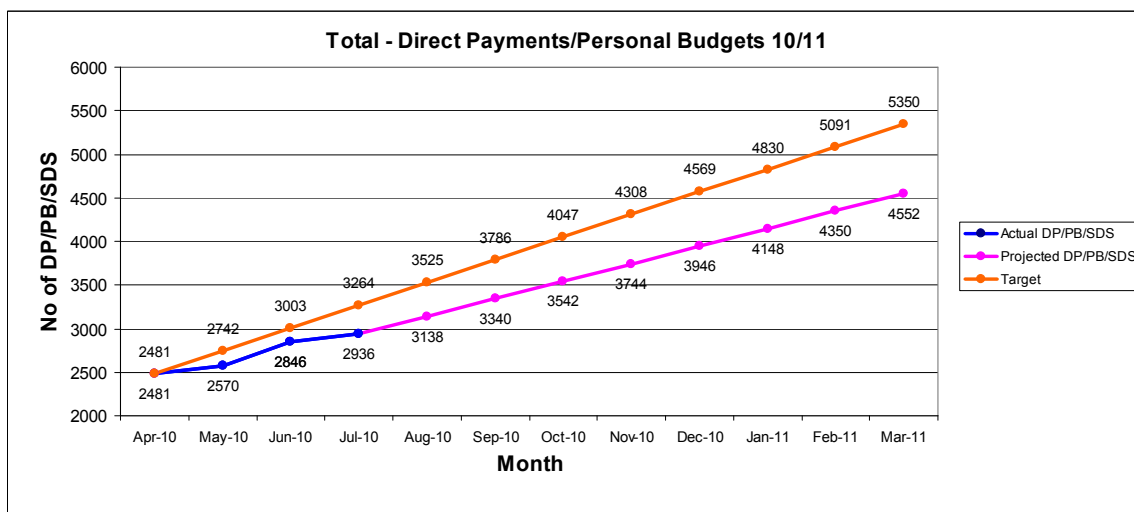
3.0 Main Issues

Recommendation 7 - That the Director of Adult Social Services updates the Adult Social Care Scrutiny Board (or its successor board) on performance against NI 130 on a quarterly basis in conjunction with the quarterly Performance Monitoring Report.

3.1 NI 130 (Social care clients receiving Self Directed Support) is one of 198 national indicators which were implemented from 2008-09. The indicator is a count of people who are directing their own community support using a personal budget. Under the definition, any form of personal budget can be counted including everyone who has a direct payment. It measures the number of adults, older people and carers receiving self-directed support in the year to 31st March as a percentage of clients receiving community based services and carers receiving carer’s specific services aged 18 or over.

- 3.2 To be counted, the person (adult, older person or carer) must:
- be getting a direct payment; or
 - have in place another form of personal budget which meets all the following criteria:
 1. The person (or their representative) has been informed about a clear, upfront allocation of funding, enabling them to plan their support arrangements; and
 2. There is an agreed support plan making clear what outcomes are to be achieved with the funding; and
 3. The person (or their representative) can use the funding in ways and at times of their choosing.

3.3 As at 30th April there were 2,481 people had receipt of services through self directed support. Of these, 1,122 had received direct payments, 13 had received personal budgets and 1,346 had completed the review process and had elected to use their personal budget to continue to receive existing traditional services. As at 31st July 2,936 people received services classed as self directed support. Of these, 1,193 had received direct payments, 55 had received personal budgets and 1,688 had elected to use their personal budget to continue to receive existing traditional services.

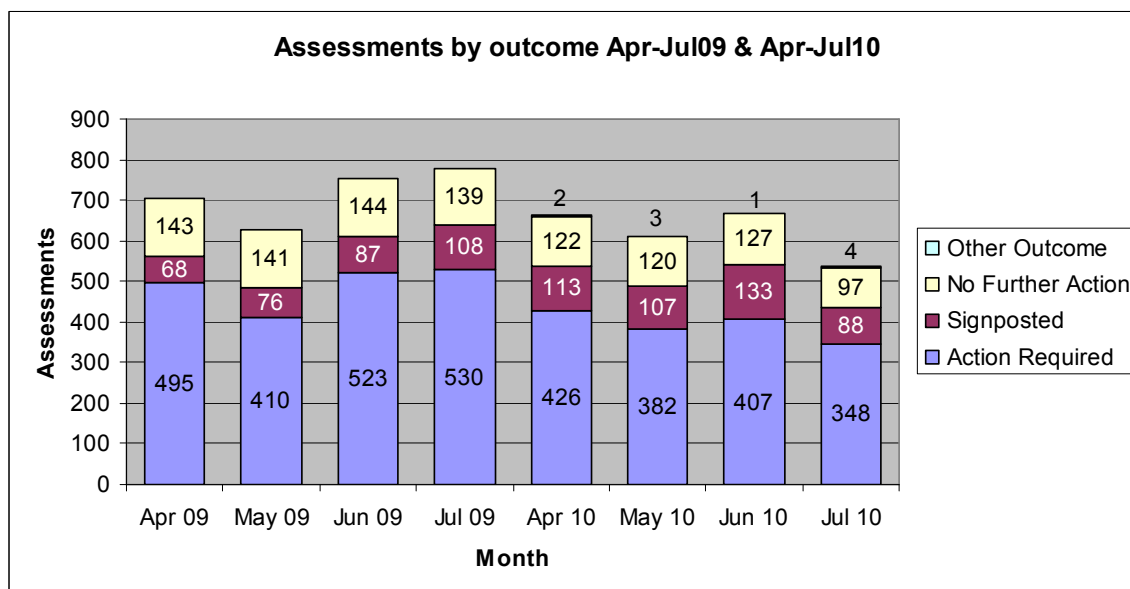


3.4 The current trajectory of improvement is 3% below that required to meet the national target of 30% of all service recipients receiving adult social care through self directed support during 2010/11. However, from August 2010 onwards the Council will be extending its self directed support offer to all new service users at their assessment and it is therefore anticipated that the trajectory will significantly rise. It is unclear at present by how much this will affect the total number of self directed support users, but based on 2009/10 data around 330 new people are likely to be offered services each month. If this performance is realized across the rest of the financial year, an overall performance of 35% will be achieved.

Recommendation 2 - That the Director of Adult Social Services updates the Adult Social Care Scrutiny Board (or its successor board) on the resource impact of Self Directed Support and the capacity to provide timely case assessments and reviews for service users within the constraints of current or planned staffing structures. This information is to be provided in conjunction with the quarterly performance report.

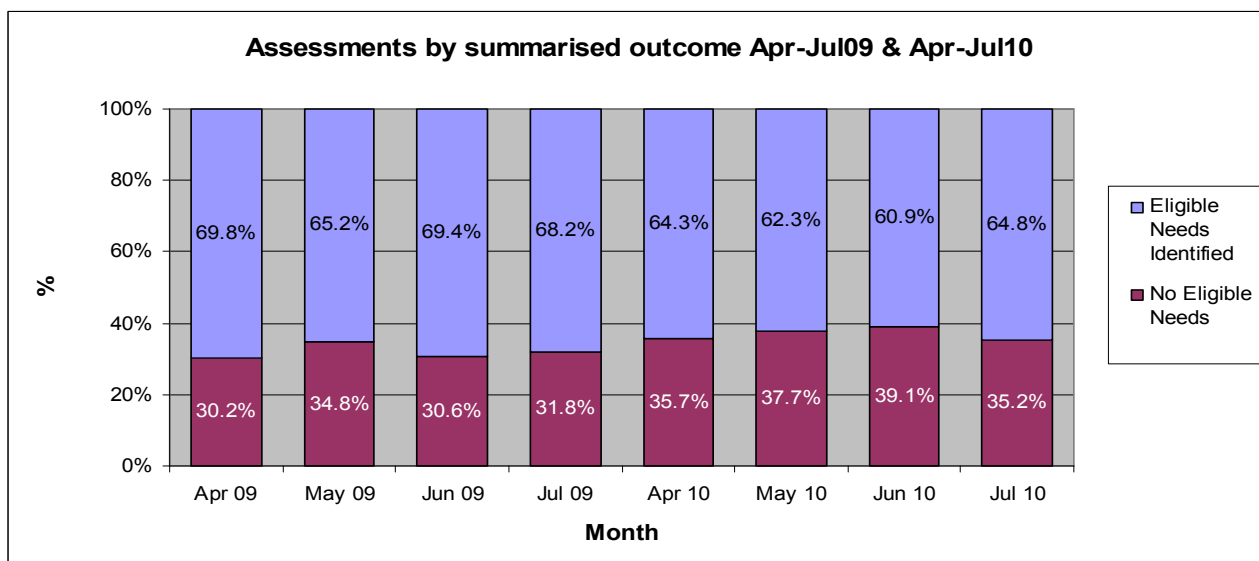
3.5 Overall, the number of referrals received by Adult Social Services in 2010/11 are slightly higher than for the same period last year, though this is mainly due to a significant difference in April and for most months referral numbers are marginally lower.

3.6 In the first 5 months of 2010/11, 47.1% of new referrals led to further activity by Adult Social Services. Of these, the majority (40.5%) led to an assessment. This is a lower percentage than 2009/10 when 52.3% of referrals were passed on for further activity (44.3% leading to an assessment).



3.7 The number of assessments undertaken between April and July 2010 is consistently lower than in the equivalent period for 2009. (see Graph above).

3.8 Of those who are assessed, a lower proportion of people have been assessed as having eligible needs during 2010 compared with 2009. In July 2009 these accounted for 68.2% of all assessments and in July 2010 64.8% of all assessments.



3.9 The proportion of assessments completed within the national standard has reduced in 2010 in comparison to last year, however the proportion of service users who have received a review of their care plan has increased. During the period April to

June 2010, 83.5% of assessments of adults were completed within 28 days. For the same period in 2009 86% of assessments were completed within this timescale. During the period April to June 2010, 75.4% of service recipients had received a review of their care plan. For the same period in 2009 65% of service recipients had received a review of their care plan.

- 3.10 The picture outlined above would be consistent with a service which is encountering rising levels of need and is focusing its resources upon responding to a greater proportion of complex situations. There has been some evidence to support this. The service is forecasting a rise in safeguarding referrals by 31% during 2010/11 over 2009/10. In addition, new assessment processes in line with self directed support have been introduced during the first 4 months of 2010/11. These processes take longer to complete and this has adversely influenced performance.

Recommendation 5 - That the Director of Adult Social Services updates the Adult Social Care Scrutiny Board (or its successor board) on a quarterly basis on the budgetary impact of Self Directed Support and financial pressures created throughout the municipal years 2010/11 and 2011/12.

- 3.11 During 2009/10 1,694 people received direct payments as either a one off or ongoing payment in the year. Projections show a rise in the rate of direct payments being taken up and 1785 people are expected to receive service through this method by March 2011. This takes into account an anticipated 400 carers who are likely to be offered such a payment during the year, though the way in which data is collected means that it is likely that we will become aware of them all at the same time rather than on a gradual month by month basis.
- 3.12 During 2009/10 a total of 33 people received personal budgets. At the end of July 2010 there were 55 people recorded as being in receipt of a personal budget. This included 8 people whose care plan had been approved and the finance committed but no money actually spent. The main uses of personal budgets were to purchase Personal Assistants and for leisure activities. Other uses were for services such as respite and transport and general household maintenance.
- 3.13 The number of people being given cash payments to purchase their own services as a Direct Payment or a Personal Budget was 722 at 31st July 2010 an increase of 22% since July 2009 when the number was 590. If new service users continue to exercise their choice to buy externally provided services, it will have a significant impact on in-house and commissioned provision. On the basis of the service decisions made by current recipients of personal budgets traditional care services, such as home care, day care, family placement, will be replaced by additional personal assistant hours, travel and education.
- 3.14 Leeds spending patterns track the national research evidence presented in the recent Demos report 'At Your Service: Navigating the Future Market in Health and Social Care' (2009). This noted that "When people are given the freedom to choose their own services through a personal budget, changes in the demand for services are likely. Almost half of respondents said that if they had a personal budget they would change some or a lot of the support they use at present".
- 3.15 The research team found the following trends in terms of what people spent their money on before and after receiving a direct payment or personal budget:
- the use of day care centres fell
 - the use of residential and care home centres fell

- participation in education and training increased
- the use of leisure services increased
- the use of public transport remained the same
- the number of short breaks increased
- the employment of personal assistants increased
- the use of family members and friends fell.

3.16 If Leeds continues to follow this trend there is a risk that expenditure is incurred twice (double running), paying for personal budgets in increasing numbers as well as continuing to support traditional in-house services, particularly day care and community support.). As a consequence, if this trend continues, then potentially 15% of people (the percentage from the national Self Directed Support pilot sites) could move away from traditional services. Unless the gap in price for in-house services is closed and efficiencies in contracted services delivered, there is concern that this will cause significant budget pressures and will not be financially sustainable.

4.0 Implications For Council Policy And Governance

4.1 Progress in terms of developing and implementing the Self Directed Support model enables the Council to achieve improvements in relation to the strategic outcomes for vulnerable people as outlined within the Council's Strategic Plan. The development is in line with the Council's Health and Wellbeing Plan; and its commitment to the Council's value of Putting Customers First as articulated within the Council's Business Plan.

5.0 Legal And Resource Implications

5.1 The report highlights early evidence that many service users are electing to use their personal budgets to access personal assistant hours, travel and education and that demand for traditional care services, such as home care, day care, family placement is likely to be affected. Disinvestment in traditional service areas and /or more flexible purchasing will be required in order to fund the increasing demand for personal assistants and other types of bespoke care.

6.0 Conclusions

6.1 An increasing number of adults are receiving their social care through self directed support. Early evidence suggests that the introduction of revised processes has impacted upon the Authority's capacity to provide timely assessments. The increasing demand for personal budgets and direct payments used to employ personal assistants instead of traditional home and day care suggests that disinvestment in these service areas will be required in order to avoid the generation of significant budget pressures.

7.0 Recommendations

7.1 Members are asked to note the content of this report.