



Putting People First: A shared vision and commitment to the transformation of adult social care

Northern Housing Consortium / Integrated Living Network Briefing

Summary

“Support for individuals and families when they need it is of vital importance to all of us. These proposals for personal budgets will allow all those who would benefit from a personal budget to receive one, putting real control in to the hands of those in care and their carers, leading to far more personal and responsive care”.

Gordon Brown speaking at the launch

Putting People First, published on 10th December 2007 by the Department of Health (DH), sets out the shared aims and values which will guide the radical transformation of adult social care. The key principles of this shared vision are:-

- A new relationship between Government, local authorities, the NHS, independent sector providers and the regulator;
- A major shift of resources and practice to prevention, early intervention and re-enablement;
- High quality accessible information and advice available to all irrespective of financial means;
- A commitment to treating carers as partners; and
- Maximum power, control and choice in the hands of the people who use these services and their carers.

The reforms mark the first stage in the transformation of adult social care. The reforms will not require structural changes, but the re-design of local systems around the needs of individuals. The government has committed funding of £520m to support system wide transformation through the Social Care Reform Grant. The government has also begun to issue guidance for organisations.

Further announcements are expected in 2008 including a green paper on longer term reform of the funding system.

This is an important policy announcement for Northern Housing Consortium members as it supports the sector to work across shared agendas with users and carers and will have implications for the commissioning and delivery of support services to enable greater control and self determination.

Purpose of paper

This briefing provides a summary of “Putting People First” and begins to consider the implications of this important announcement on Consortium members, particularly those involved in commissioning and providing support services.

Policy context

The 2006 DH White Paper *Our Health, Our Care, Our Say* and the 2007 Comprehensive Spending Review outlined key elements of a reformed adult social care system to meet the challenges of an ageing society and rising expectations on a system which supports quality of life and independence. The Community Care legislation of the 1990's was well intentioned but led to a system which was over complex and did not always respond to people's needs and expectations.

By 2027 the number of over 85's will have increased by 60%. Research shows that older people want to remain in their own homes for as long as possible. Changing family structures and the pressure on existing services will mean that the long term funding of care and support must be reformed to ensure that it is fair and sustainable.

To ensure a joined up approach "Putting People First" is led by the DH but co-produced, co-developed and co-evaluated by Communities and Local Government (CLG) the Department for Work and Pensions (DWP), Department for Innovation Universities and Skills (DIUS) and the Department for Children, Schools and Families (DCSF). This is a unique approach which seeks to be the first public service reform programme developed in this way.

Section 1: Introduction

*"...access to high quality support should be **universal and available** in every community."*

*"Ultimately, every locality should seek to have a **single community based support system** focussed on the **health and wellbeing** of the local population. Binding together local Government, primary care, community based health provision, public health, social care and the wider issues of **housing**, employment, benefits advice and education/training."*

*"The new local performance framework, which covers the delivery of all services by local government working alone or in partnership, will help to create an improved approach to **local partnership**, enabling local authorities and partners to work together to lead their area and better meet the public's needs. The transformation of adult social care will be delivered through the new performance framework, and will draw on new mechanisms within the framework, such as the new statutory requirement on local authorities and PCT's to undertake a **Joint Strategic Needs Assessment**, to ensure that the transformation process really delivers on the challenges for each local area."*

Section 2: Values

*"Ensuring... (people)... have the best possible **quality of life** and the equality of independent living is fundamental to a socially just society".*

*"The time has now come to build on best practice and replace paternalistic, reactive care of variable quality with a mainstream system focussed on **prevention**, early intervention, **enablement**, and high quality personally tailored services. In the future, we want people to have maximum **choice, control** and **power** over the support services they receive".*

*“...the right to self determination will be at the heart of a reformed system... which should be responsible but **not risk averse**”.*

*“Over time, people who use social care services and their families will increasingly shape and commission their own services. **Personal Budgets** will ensure people receiving public funding use available resources to choose their own support services – a right previously available only to self-funders. The state and statutory agencies will have a different not lesser role – **more active and enabling, less controlling**”.*

Section 3: The key elements of a personalised adult social care system

1. *“**Local authority leadership** accompanied by authentic partnership working with the local NHS, other statutory agencies, third and private sector providers, users and carers and the wider local community”.*
2. *“**Agreed and shared outcomes**...ensuring people are supported to live independently... stay healthy...exercise control...participate economically and socially...have best possible quality of life...retain maximum dignity and respect”.*
3. *“**System-wide transformation**, developed and owned by local partners”*

Proposals for a personalised adult social care system include:-

- Joint strategic needs assessment across the LA and PCT
- Common assessment process with greater emphasis on self assessment
- Co-located services , bringing together social care, primary care and other professionals
- Universal information, advocacy and advice services – “first stop shops”
- Hospital discharge arrangements
- Supporting people to stay in their own homes for as long as possible
- Self directed support to become mainstream
- Personal budgets for everyone eligible
- Local user led organisations and networks
- Transformed community equipment service consistent with the retail market model
- Workforce development strategies
- LAA will be the delivery vehicle

Section 4: Support for reform

“Funding over the next 3 years....LA’s and their partners will agree together how this will be spent”

“Regional Improvement and Efficiency Partnerships, local consortia, In Control and other change agents will ensure every LA has access to support”

“DH will ensure new capital investment (e.g. new extra care funding) supports a more integrated approach to health and well-being”.

“Legislative and regulatory changes to be considered to enable review of long term funding”

“New skills academy to support world class commissioning and leadership”

Consortium Viewpoint

The signing of the concordat formalises the cross government commitment to putting people at the heart of service delivery. The transformation that will take place is radical – not just an extension of direct payments but the transfer of power from professionals to individuals and carers and a re-balancing of the relationship between citizens and the state. This strong leadership and demonstration of partnership working at a national level sends out a very powerful and clear statement, in advance of the evaluation of the Individual Budgets Pilot in spring 2008, of the future direction of travel.

Consortium members are already involved in a range of activities which compliment the vision outlined, from Individual Budget pilots, Linkage Plus pilots, POPPs and increasingly Supporting People. The vision of a single community based support system bringing together all sectors which have an influence on health and well-being is very positive and supports what the housing sector is trying to achieve in developing sustainable communities. The good practice which is already taking place in our sector will go some way to assist in this transformation.

We feel it is positive that almost half of the **£520m ring fenced Social Care Reform Grant** has been committed by the NHS recognising the impact social care has on health and well-being. This goes some way to reconcile the disincentive of spending in one department contributing to savings being accrued in other departments. A LA circular accompanying the Social Care Reform Grant also announced a number of specific revenue and capital programmes that the DH will be funding over the next 2 years including a further **£80m for extra care housing** over the next 2 years. We also look forward to the outcomes of the IB pilot evaluation which will provide valuable tools for effective implementation including a full resource toolkit (further information can be found on the IBs website).

The Consortium supports putting further choice, control and power in the hands of service users but we are aware of the challenges of transformational change on this scale and the need to support members during the process. In the following sections we outline some of the potential implications for commissioners and providers:-

Developing the market place

The government is expecting evidence of incremental progress in the short term and significant progress to be made in all LA areas by 2011. Now that the direction of travel is clear, local commissioners will need to build into their planning cycles a transition to personal budgets and provide local leadership to support providers to manage the transition from LA commissioning to personal budgeting.

It would be counter-productive if the switch to personal budgets causes providers; especially small providers to fold due to financial uncertainty or inability to maintain dialogue with users or respond to market change. The market of providers must grow to ensure that those with personal budgets have choice. There is a need for a strong local commissioning lead. Commissioners have a role to play in developing markets in their area and supporting providers to build sustainable businesses. Examples could include:-

- 1) developing a better understanding amongst providers of how provision is likely to be affected by personal budgets;
- 2) having a central role in building an evidence base of demand and changing

aspirations e.g. through the duty to produce a joint strategic needs assessment to support providers to plan ahead for likely changes in demand and manage risk;

- 3) disseminating 'what works' and promoting good practice e.g. by sharing marketing expertise, development of local partnerships/marketing forums, linking into social enterprise networks etc; and
- 4) practical support e.g. in changing current contracts of employment for staff to reflect the changing requirements of provision.

Informing and enabling individuals to access services

Individuals need to be more aware of the benefits and opportunities that personal budgets can bring and indeed the services that are available for them to purchase. Examples of how this can be promoted include:-

- 1) commissioners developing a more enabling role to support individuals to commission their own services, and services gradually being commissioned more flexibly to allow for increased take up of personal budgets;
- 2) commissioners facilitating the mapping of existing services to provide a local picture of provision and choice and indeed gaps in provision;
- 3) commissioners and providers making use of existing networks or one stop shops to engage with service users/wider community and carry out market research;
- 4) commissioners and providers disseminating case studies of good practice;
- 5) providers developing staff incentives for innovation;
- 6) promotion of self assessment alongside support brokerage services offering independent information, advice and sign posting. The support brokerage role would need to be developed and defined and appropriately regulated; and
- 7) promoting the role of mental capacity advocate services for those most vulnerable.

Delivering high quality, efficient and flexible services

It would be counter-productive if the transitional period led to instability for providers, and declining standards, whilst they re-shape services to respond to changing policy and changing markets. The local commissioning of services and the focus on quality assessment frameworks has led to improvements in service provision and provided a clear framework for providers. There is a danger that a move to a more business focus may lead to less focus on outcomes, and greater competition may lead to lower quality services.

Examples of how good quality service provision can be maintained include:-

- 1) disseminating evidence of how personalisation is contributing to the efficiency agenda e.g. there is evidence to suggest from the IB pilot that personal budgeting can eliminate waste e.g. the removal of administrative tasks, the pooling of different income streams, and the supporting of existing carers as part of the IB care package.
- 2) commissioners supporting providers to determine the real cost of their services facilitating a transparent system in which individuals can make choices;
- 3) commissioners encouraging providers to come together in consortia to co-ordinate service delivery especially where there are a small number of providers spread over a wide area;
- 4) commissioners having a list of 'approved providers', and systems of quality checking of services, particularly those being purchased by the most vulnerable adults; and

5) commissioners working with providers to manage risks associated with delivery through personal budgets.

Conclusion

“Putting People First” provides a clear policy lead which compliments and supports the work of members and our approach to supporting people and social inclusion in the North. The Consortium welcomes the values and proposals and encourages members to consider the implications of the reforms and plan ahead for commissioning and delivery of services to support this vision.

Next Steps

The personalisation theme will be picked up in the forthcoming Annual Supporting People Conference which is being held on 23rd-24th September 2008 at the Hilton Hotel in Blackpool.

The Consortium will also be publishing a briefing paper on Joint Strategic Needs Assessment in the New Year.

For further details of Northern Housing Consortium/Integrated Living Network events and booking information please visit the events page on our www.northern-consortium.org.uk.

Information on the Integrated Living Network including links to briefings and useful publications can be found at www.integratedlivingnetwork.org.uk.

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Useful links

Our Health Our Care Our Say (DH) January 2006

<http://www.dh.gov.uk/en/Policyandguidance/Organisationpolicy/Modernisation/Ourhealthourcareoursay/index.htm>

Strong and Prosperous Communities (CLG) October 2006

<http://www.communities.gov.uk/publications/localgovernment/strongprosperous>

Commissioning Framework for Health and Wellbeing (DH) March 2007

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_072604

Individual Budgets Website

www.individualbudgets.csip.org.uk

Supporting People Strategy: Independence and Opportunity (CLG) June 2007

<http://www.spkweb.org.uk/NR/rdonlyres/4E92E1E2-B5EF-42B4-AD0C-FE5B68C4330B/12855/bm07024supportingpeoplestrategyq.pdf>

Supporting People Allocations 2008-09

<http://www.spkweb.org.uk/Subjects/Finance/Grant+Allocations+2008-09/Grant+allocations+2008-09.htm>

Darzi Review, Our NHS, our future (DH) October 2007

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/dh_079077

Comprehensive Spending Review (Treasury) October 2007

<http://pbrcsr07.treasury.gov.uk/>

Local Performance Framework (CLG) October 2007

<http://www.communities.gov.uk/publications/localgovernment/localperformanceframework>

Draft Statutory Guidance: Strong Safe and Prosperous Communities (CLG) November 2007

<http://www.communities.gov.uk/publications/localgovernment/statutoryguidance>

Guidance on Joint Strategic Needs Assessment (DH) December 2007

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081097

Putting People First (DH) December 2007

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081118