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BARRY KEEL
Chief Executive
Floor 1 - Civic Centre
Plymouth
PL1 2AA

www.plymouth.gov.uk/democracy

Date 23/09/10 Telephone Enquiries 01752 304469 Fax 01752 304819
Please ask for Mr Ross Jago, Democratic Support Officer e-mail Ross.jago@plymouth.gov.uk

HEALTH AND ADULT SOCIAL CARE OVERVIEW AND SCRUTINY PANEL (REVIEWS)

DATE: MONDAY 4 OCTOBER 2010
TIME: 3.00 PM
PLACE: COUNCIL HOUSE (NEXT TO THE CIVIC CENTRE) PLYMOUTH

Committee Members–
Councillor Ricketts, Chair
Councillor Coker, Vice Chair
Councillors Bowie, Delbridge and Viney

Members are invited to attend the above meeting to consider the items of business overleaf.

Members and Officers are requested to sign the attendance list at the meeting.

BARRY KEEL
CHIEF EXECUTIVE

HEALTH AND ADULT SOCIAL CARE OVERVIEW AND SCRUTINY PANEL (REVIEWS)

PART I (PUBLIC COMMITTEE)

1. APOLOGIES

To receive apologies for non-attendance submitted by Panel Members.

2. DECLARATIONS OF INTEREST

Members will be asked to make any declarations of interest in respect of items on this agenda.

3. CHAIR'S URGENT BUSINESS

To receive reports on business which, in the opinion of the Chair, should be brought forward for urgent consideration.

4. NOTES OF PREVIOUS MEETING: (Pages 1 - 4)

5. FEEDBACK ON CONSULTATION:

5.1. Modernisation of Short Break Services for People with a Learning Disability (Pages 5 - 8)

5.2. Fairer Contributions Policy, Charging within a personalised system (Pages 9 - 12)

5.3. Modernisation of Older Peoples' Services (Pages 13 - 16)

6. FEEDBACK ON COUNCILLORS' VISITS

The Task and Finish group will receive feedback from Councillors who have made visits to facilities.

7. TASK AND FINISH GROUP RECOMMENDATIONS

The Panel will consider recommendations.

8. EXEMPT BUSINESS

To consider passing a resolution under Section 100A(4) of the Local Government Act 1972 to exclude the press and public from the meeting for the following item(s) of business on the grounds that it (they) involve the likely disclosure of exempt information as defined in paragraph(s) of Part 1 of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

PART II (PRIVATE COMMITTEE)

AGENDA

MEMBERS OF THE PUBLIC TO NOTE

that under the law, the Panel is entitled to consider certain items in private. Members of the public will be asked to leave the meeting when such items are discussed.

NIL.

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INTRODUCTION

The group received background information regarding the putting people first agenda, including the DVD Putting People First in Plymouth. It was reported that-

- a. 'Putting People First' is a shared, strategic vision for Adult Social Care developed in 2007. All government departments and political parties had signed up to the vision;
- b. 'Putting People First' was not about small changes to services but rather a complete transformation of the way in which adult social care is provided. The 'Putting People First' agenda reflects the general direction of travel in adult social care and has been further reinforced by the recent health white paper and by white papers to be published in the future on public health and social care reform;
- c. the model of social care currently employed by local authorities was a 'rescue model' which had been developed in the late 1940s following World War II. As a result the social care system was seen as unfair and unclear, provided in-sufficient value for money and delivered the wrong outcomes;
- d. personalisation of the system was required to deliver fair and equitable access to care which would move away from crisis management. Expected demographic changes would mean services provided today would become completely unaffordable in the future;
- e. published guidance says that significant progress must be made within 3 years which would need to be evidenced in April 2007, the services must be shown to have empowered people who use service and that social care money had been spent differently on a variety of services;
- f. the 'Putting People First' agenda highlights information and advice services as a useful tool for prevention, these services are much less expensive than the crisis management work they can prevent. Telecare is a good example of a service that is now available in the City which allows people to remain in their own homes;
- g. people who enter the adult social care system bring a great deal of their own 'social capital' into the system, including resources, friends and family members who can also act as carers. The new approach, developed through putting people first, is to look how social care can complement this rather than reducing services offered to those bring their own 'social capital'. This allows the social care system to develop cost effective solutions to those entering the care system whilst maintaining client choice and control;
- h. people within the adult social care system are much better placed

then the local authority to choose services that work for them. It had been evidenced that when service users have the ability to manage a personal budget and have access to support for care planning adult social care resources are more efficiently used;

- i. the critical difference in terms of the charging policy was that previously charges were made against cost of services, the current direction of travel was to charge against a service user's personal budget;
- j. the new assessment method is one of self assessment. A person centric questionnaire gives a result which is translated into a needs based personal budget. The new charging policy outlined in the proposals recommended to cabinet was required so service users would know how much they would need to pay. There would be a variety of ways in which the service user could deploy their budgets and an annual review of the way people allocate their budgets would take place.

In response to questions from Councillors, it was reported that-

- k. direct payments had been used in the social care system for around ten years, although there had been some abuse of direct payments into bank accounts there were very few. There were safeguards in place, adult social care were also looking at providing pre-payment card for easier monitoring, which would mean less monitoring by council officers translating into efficiency savings;
- l. provider agencies would be kite marked so services users could be confident they would receive the best quality service for the money they spent. Initially there could be an increase of costs as Adult Social Care is able to procure services and make savings through economies of scale, but as more people use the personalised budget costs for an individual's services would come down;
- m. there was a target of 30% of service users to enter the personalised system, officers were confident that this would be achieved by the end of the year;
- n. there was a great deal more flexibility in the new system of assessment, initial assessment provided an indication of the personal budget available to a service user. If circumstance were to change half way through the process this would be reflected in the confirmed personal budget at the end of the assessment process;
- o. the first part of the new assessment takes place very quickly, however, supported planning can take some time. The planning process was led by the service user who received support and was given as much time as they require to complete the process.

MODERNISATION OF ADULT SOCIAL CARE - REVIEW OF PROPOSALS

Julia Penfound outlined the progress of the modernisation of Adult Social Care since 2005, it was reported that;

- a. three new extra care facilities had been developed since 2005, and a fourth was currently being constructed in Devonport, the outdated Pierson, Paternoster and Whitleigh buildings had been decommissioned;
- b. an increased number of people had taken up direct payments and personal budgets had been introduced;
- c. a review of existing Charging Policy had taken place in light of Fairer Contributions Guidance 2009 which required clear framework around ability to pay and proposals were sent to cabinet;
- d. a £250k external grant had been secured for extension to the Colwill Lodge building.

Consultation activity had started on all three proposals, it was further reported by officers that–

- e. with regard to the Welby and Colwill respite units there had been a number of parent / carer events. A theatre company had been commissioned and had completed an event to gather the opinions of service users. The Learning Disability Partnership board had been fully consulted. Questionnaires had been sent to those who used the service, along with partner agencies and stakeholders. Copies of the consultation material was available to Councillors in the packs provided;
- f. with regard to Frank Cowl House, consultation activity included one to one appointments with residents and their families with independent advocacy made available and an independent review of the process commissioned. All short stay users who had used the facility in the 12 months were also contacted. There had also been public events regarding the proposals in the city;
- g. the consultation on the fairer charging policy had included 3,123 letters and questionnaires being sent to service users, with 40 being sent to service providers and organisations including health services. A consultation page had been set up on the City Council website and a telephone based question and answer service was also available during office hours. A public engagement event was planned for the 24th September. To date 331 (11%) questionnaires had been returned.

In response to questions from councillors it was reported that –

- h. direct payments had been in place for 10 years. There had been very

little abuse of the system and there was systems of checks and balances to ensure direct payments were not abused;

- i. it was hoped that 30% of service users would have personal budgets by the end of the year.

Consultation Briefing Scrutiny Task and Finish Group –Short Break Services for people with a Learning Disability .**Background**

The Cabinet report of the 13th July 2010 gave approval to consult service users, family carers and other stakeholders, through a series of events, on the future of short break and respite services for people with a learning disability. Currently short break support for carers is provided primarily through a residential stay in a Council owned residential home. Whilst this provides welcome respite for users and their carers, currently choice is limited and we want to increase the range and alternatives for short break services. e.g community based social / leisure breaks and family based support.

We also want to consider the opportunity of concentrating residential short breaks services onto 1 site rather than operate from 2 separate buildings.

Welby

Welby is one of two Plymouth City Council residential short break services providing respite for carers of people with learning disabilities in the City. The service can support 10 people over night (9 bedrooms and one self-contained flat) providing planned breaks for approximately 40 families. Welby also responds to emergency referrals at short notice. The building cannot support people with complex need because is not fully Disability Discrimination Act compliant

Colwill

Colwill is the second short break service. We have succeeded in a bid to South West REIP (Regional Efficiency and Improvement Programme) for capital funding to extend this unit and increase the number of beds. Detailed plans around this development are now underway.

The need for change takes account of key central government policies and guidance, particularly 'Putting People First' (Personal Budgets) and 'Valuing People Now' (Citizenship & User Choice and Control) and principles that aims to promote and support the independence of vulnerable people.

The feedback from the consultation with options and proposals will be drawn together into a report that will go back to cabinet in November 2010 subject to scrutiny.

Consultation process

The consultation process was planned to meet the needs of both service users and their family carers. A range of methods were deployed to capture people's views including the use of questionnaires, focus groups and web based forms.

Accessible letters and questionnaires containing information regarding the proposal was sent to 84 people with learning disabilities who use residential short breaks services, with a separate letter sent to their family carer(s). This information set out the key facts and possible options for the future inviting ideas and comments in the form of a questionnaire.

The following is a synopsis of the consultation to date:

Consultation sessions

- The consultation process began on the 26th July and will end 19th October.
- Three consultation events were held for family carers on the 5th & 10th August and the 7th September. During the consultation an independent person arranged by the council was present to ensure the process was carried out fairly and that people's views and opinions were recorded.
- Independent advocates attended the consultation events for example the Older Carers Advocacy Project.
- Letters were sent out to all family carers who had not attended the consultation sessions advising them of the last consultation date in September and offering them opportunity of other sessions or 1:1 appointments if this was not convenient.
- In order to ensure that service users were fully engaged in the process the Council commissioned a dedicated event which was held on the 9th August at the Plymouth Guildhall. The session was facilitated by a theatre group using the 'Play Back Theatre' model of consultation, proven to be highly effective in engaging people with learning disabilities to express their thoughts and views through the use of drama. 22 people with learning disabilities were successfully engaged and able to contribute during this consultation event. Total communication (using photographs, symbols and objects of reference to help people who cannot read) was also used to record people's views during the session.
- The 'Plymouth People First' Self-Advocacy Service have been involved in supporting people with learning disabilities speak up for themselves, helping to interpret information and represent the views of people not able to attend sessions.
- The Learning Disability Partnership Board (which includes service user and family carer representation and a range of key stakeholders from the independent and statutory sector) received a presentation of the Short Breaks Cabinet paper on 21st July 2010. An update about the consultation process was presented on the 15th September 2010. It was agreed that a separate reference group of people with learning disabilities would look at the consultation process and confirm that it had been carried out properly.
- Following the consultation events the independent person has contacted/visited individual family carers at home where they have requested

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- A PCC webpage link for comments has been available for stakeholders

Outcome of consultation to date with emerging themes

Written questionnaires

To date we have received 65 completed questionnaires out of a total of 168 that were sent out (84 to both people with learning disabilities and their family carers). This was broken down into 49 responses from people with learning disabilities and 16 from family carers.

The comments from people with learning disabilities and their families have been collated and indicate that all those that responded value the service that they receive.

10 family carers that completed the forms stated that they did not like the ideas for modernisation. However within the forms returned from people with learning disabilities 16 indicated that they did not like the ideas proposed, a further 15 people had said that they did like the ideas.

Other emerging themes from questionnaires:

- I want Welby to stay open and it is a good place
- I like to see my friends
- I like the idea of the new flats
- I want more to do and to be able to stay up late
- I like the idea of staying with friendly families
- I would like more information about using vouchers

Other emerging themes from family carers:

Carers are very concerned about the effects of the proposed changes on their lives, including being able to work, anxiety around other providers not knowing how to care for their relative.

- Carers would want to be reassured that the quality and safety of alternative provision is guaranteed.
- The older carers who responded said that rely on a respite service and thought they may not be able to cope if it was not there.

Themes from consultation sessions

We arranged 3 consultation sessions for family carers on the 5th & 10th August and the 7th September. 1 session took place for people with learning disabilities on the 9th August 2010.

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Emerging themes from family carers:

- Carers did not want Welby to close, improved services should continue on both sites.
- Carers need a range of flexible short breaks that they can rely on.
- Carers would like more information about self directed support and personalisation.
- Carers wanted to be reassured that there would be enough short break provision to cover both planned and emergency need.

People with learning disabilities:

- All 22 people wanted Welby to stay open
- We like staying at Welby – we like the food, our rooms and our friends
- I like going on holiday with my family

However people had lots of ideas about how they would spend a personal budget including: holidays, going to London and visiting relatives

1:1 visits or sessions with families

There are a number of planned 1:1 visits by the independent person before the end of the consultation period which will feed into the final report.

1:1 visits by a care manager

A social worker has been visiting families and service users who are using Welby to discuss personal budgets and self directed support. These visits have been positively received and some families and service users have shown interest in developing bespoke individualised care and support rather than continue with their current arrangements .These discussions are in the early stages and will inform the future commissioning plans.

Actions to follow up before the end of the consultation period

- All carers that attended the consultation sessions were asked if they needed further information around related subjects such as personalisation, adult placements and vouchers – information will be given to all family carers who requested this.
- All key stakeholders will be contacted to inform them of the end of the consultation period to ensure that all views are recorded.
- Plymouth People First and self advocates will look at the consultation process and confirm it has been carried out properly.
- There will be a further briefing and updates for staff

Plymouth City Council Fairer Contributions Policy Charging within a personalised system

Update on progress of consultation process September 2010

In accordance with the recommendations within the Cabinet Paper dated 13th July, this report is to provide initial feedback to the Overview and Scrutiny Task Group established to monitor the quality of the consultation process that has been undertaken in seeking service user and carer views on the proposed changes to the Council charging policy for non-residential care.

1. Background

On 13th July 2010 Cabinet received a paper setting out the reasons why a revised policy on charging for non-residential services is required in the context of Putting People First, personalisation and the introduction of personal budgets. The paper also set out the statutory and legal context of the proposed changes in light of new guidance issued by the DH in 2009.

Within this framework the paper explained that there were certain requirements the council has to comply with alongside some discretionary elements. Cabinet approved the recommendations to allow for a period of statutory consultation in order that we can ask people's views on the discretionary elements of the policy. These are:

- Whether we should remove Disability Related Benefits from assessable income and therefore the removal of the Disability Related Expenses from the financial assessment process to reduce bureaucracy and simplify the process?
- Should we set the maximum contribution at 100% of the personal budget to ensure equity for all service users?
- What transitional support ought to be put in place to help people whose contributions have changed?
- How best to inform people of this change and how it will affect service users?

2. Fairer Contributions Policy: Charging within a personalised system consultation process.

2.1. A 12-week consultation period was initiated following Cabinet's decision. The consultation period ends on 19th October 2010. The table below sets out the details of the process to date.

Method	Quantity	Response to date	Comments/further actions
Postal questionnaires and information pack for service users and carers	3123 questionnaires and information pack sent to service users currently in receipt of a social care community service	503	
Telephone response line	Number given out in information pack	45 calls received and responded to	
Dedicated consultation page on council website with facility for email responses	73 "hits" noted on website report		
Postal questionnaires and information pack for service providers, consumer interest groups and other stakeholders	40 questionnaires and information pack sent to service providers, consumer interest groups and other stakeholders	1	Reminder letter sent w/c 20 th September
1:1 visits	Visits offered to individuals following calls to telephone line	4	Social Worker visiting individuals in own home to explain proposed changes and potential impact
Consultation events	Focus group sessions offered in information pack sent to service users who were invited to use telephone line to register interest	11	Focus group scheduled for early October

3. Emergent Themes

The responses to date have been categorised into key themes as set out below:

General Issues in relation to Social Care Provision

- Social care should be free at the point of delivery as individuals had contributed to tax and National Insurance all their lives. They should not have to pay towards social care costs. This is an issue outside of the scope of this consultation.
- Importance of disability related benefits due to the increased cost of living for those with disabilities
- Concern that people with savings are penalised for being prudent by having assets taken into account in relation to charging

Specific Issues in response to the consultation questions

- The majority of responders (50%) felt the council should remove Disability Related Benefits/Disability Related Expenses from the financial assessment process.
- However there were significant views expressed by the majority that people with disabilities should have an extra allowance for the costs associated with disabilities and felt their expenses should be taken into account but their benefits not included as income (The council cannot do this under current DH rules)
- The majority of responders (37%) agreed that where people would afford to pay a contribution that this should be against 100% of the personal budget. However this was not the case for people with a Learning Disability (or their carers) with a majority of responders (61%) wanting the council to subsidise services for them irrespective of ability to pay.
- The majority of responders (49%) felt that the council should take a phased approach to increased charges for people who may have to contribute more for their care as a result of any changes to the contributions policy
- This policy area is particularly complex and considerable attention was taken in trying to simplify the questions and provide support to help people understand the implications. As a result we have recorded any comments that people made about accessibility of the issues. 5% of all responders reported some difficulty in understanding the questions. In the majority of cases contact was made with individuals to assist.

4. Actions to complete consultation process

- Reminder letters have been sent out to providers and other stakeholders due to the low response rate to the original letter
- Consultation deadline notice being placed on website
- Focus group in place for 1st October and home visits arranged as required.

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Consultation Briefing Scrutiny Task and Finish Group**Background**

Frank Cowl is one of the last three remaining local authority homes and currently provides a permanent home to 8 older people and has additional capacity to accommodate 12 people on short stay on a temporary basis.

In November 2005 Cabinet agreed that the strategic direction would be to increase the development of Extra Care Housing as an alternative choice from traditional services such as residential care and in July 2009 made the decision to change the use of Frank Cowl and Stirling House to short stay facilities.

The proposal to consult about the future of Frank Cowl House was approved by Plymouth City Council Cabinet on the 13th July 2010, the proposal obtained approval to involve users, carers and other stakeholders in a series of consultation events. The feedback from the consultation with options and proposals would be drawn together into a report that would go back to Cabinet in November 2010 following scrutiny oversight.

A new extra care scheme will be opened in the vicinity of Frank Cowl House in January 2011.

As detailed in the July 2010 Cabinet report, the proposals around Frank Cowl House will not directly impact on the amount of overall provision, but instead offer a wider range of alternatives such as extra care housing.

The modernisation proposals support the LSP's health priority of improving the quality of life and independence of the over 65s.

Consultation process

At the start of the consultation process there were 8 permanent residents at Frank Cowl, 12 older people accessing short stay beds and 35 staff with a range of roles including domestic, kitchen care and management. The age range of permanent residents is predominantly late 80s to early 90s. To date every effort has been made to ensure fairness, consistency and equality of opportunity for all residents who will be directly affected.

The following is a synopsis of the consultation to date:

- The consultation process started on the 26th July and will end 18th October in line with best practice guidelines.
- A series of three consultation events have been arranged at Welcome Hall Devonport to accommodate up to 25 people per event,
- A webpage link for comments has been set up
- Emails and letters have gone out to key external stakeholders such as older peoples groups, Age Concern, NHS Plymouth and LINKS.
- Letters explaining the consultation have been given to the current service users after telephone contact had been made to families to see if they wished to be present.
- In total 80 people received letters and questionnaires to include the 60 people that had used the service over the last 12 months.

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- A further 30 questionnaires have been placed at Frank Cowl and approximately 10 taken down to the local Devonport Regeneration Company.
- Relatives of the permanent residents have been offered opportunities to express their views and those relatives who had not expressed any feedback and had permanent relatives at Frank Cowl were contacted during September again to make offers of one to one meetings.
- During the consultation an independent officer arranged by the Council was present to ensure the consultation process was carried out fairly and took opinions into account and 1:1 visits at the convenience of families have been offered.
- An advocate from Plymouth Highbury Trust has been to see all the Frank Cowl residents and recorded their views.
- During September letters and consultation questionnaires went to other key stakeholders including Devonport Regeneration Company to try to engage the wider community. During September a further letter will be sent again to the relatives of the 8 permanent clients to offer further one to one meetings with the independent consultant and remind people of the end of the consultation period.
- A consultation room has been set up which shows the new Devonport Extra Care Scheme plans so that residents and staff are informed about the new development due to open in January 2011.
- Staff at Frank Cowl will be given the opportunity to visit an extra care scheme during September.
- Formal consultation with staff is not appropriate at this stage as no long-term decision has been made about the future of Frank Cowl House.

Outcome of consultation to date and emerging themes

Written Questionnaires

To date we have received 8 completed questionnaires out of a possible 80. The returned forms indicate that people who have stayed at Frank Cowl House are generally happy with the service they received. Additional comments collated from the questionnaires include:

- 1 respondent felt that there should be an increase in short stay residential facilities where people can be supported to make a decision about their long term future when they are unable to stay in their own home.
- 1 respondent was unhappy about their stay because of the lack of privacy and outdated facilities.
- 1 respondent felt that there was not enough staff and that he felt his care was rushed.
- 1 respondent thought that there should be permanent places available for people to prevent loneliness and did not support the closure of Frank Cowl House.
- There was praise for the care provided by staff.

Other emerging themes:

- More extra care schemes should be developed to give choice.

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- There should be an increase in short stay availability on discharge from hospital to aid recuperation
- There should be an increase in choice of types of care provision, on returning home after hospital.

Consultation Sessions.

We arranged 3 events at a local venue on the 10th, 13th and 18th August.

At the first event two residents were represented by their families. We had a mixed response from this event in that one family carer felt that the service at Frank Cowl House was not of a good standard and had mixed views about the time their husband stayed at the unit.

The second resident was represented by family who were very vocal about wanting their relative remaining at Frank Cowl House but acknowledged that Extra Care Housing would be a good alternative to residential care.

The final two events did not have any attendees.

1: 1 Advocacy

To ensure that we have captured all the views from both the long and short stay residents we commissioned an advocate from Plymouth Highbury Trust to visit and gather their wishes and views. These have been recorded on an individual basis.

Emerging themes from this piece of consultation include the following:

- Residents all wish to stay at Frank Cowl House.
- 2 people would consider option of extra care housing

1:1 visits to families

An independent officer has been commissioned to ensure that we approach the consultation in a fair and transparent way. Families and relatives who have been unable to attend the consultation sessions have been offered a visit at their convenience. To date we have offered this to all families and the officer has completed visits to 2 families to gather their response. Indications so far are that the 2 families contacted did not want a change to their current arrangements.

Visits to Extra Care Housing

To date all permanent residents have declined to visit extra care housing however staff visits have taken place in September.

Actions to follow up before the end of the consultation period

- Contact those people who have been sent questionnaires to help them complete if they wish to.
- Ensure that all permanent residents and their families have their views recorded.
- Contact stakeholders to ensure that their responses are returned.
- Further briefing and updates to staff.

All of the actions above will be completed prior to the end of the consultation period on 18th October.

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