

Report to: Partnerships Scrutiny Committee
Date of Meeting: 7 November 2019
Lead Member/Officer: Councillor Bobby Feeley/Phil Gilroy
Report Author: David Soley
Title: Support Budgets for People with Eligible Care and Support Needs

1. What is the report about?

To report on the progress made in developing, promoting and rolling-out support budgets for people eligible to receive them

2. What is the reason for making this report?

To provide assurance of delivery against the Council’s corporate priority relating to building resilient communities and fulfilment of the objectives of the Social Services and Well-being (SSWB) (Wales) Act 2014.

3. What are the Recommendations?

That Partnerships Scrutiny Committee acknowledges and comments on the progress being made in developing, promoting and rolling-out support budgets for people eligible to receive them.

4. Report details

4.1 Support budgets form part of a fundamental shift in social care policy and practice, reinforced by the Social Services and Well-being (Wales) Act 2014 and requiring a significant change to adult social care systems, processes, culture and practice.

4.2 Support budgets are an essential element of the paradigm shift in adult social care that emphasises the need for citizens to retain control over their lives, dictate the outcomes that matter to them and remain safe and independent in their own homes.

4.3 Support Budgets enable citizens to understand the cost of their care, allowing them to work with local authorities to agree the effective and efficient use of resources.

4.4 Process

4.4.1 A **Support Budget** is the amount of money it will cost Denbighshire County Council (DCC) to fund the care and support a citizen needs to achieve eligible outcomes and is calculated following a comprehensive assessment and support planning process.

4.4.2 Having agreed eligible outcomes, the assessor and citizen apply the **Resource Wheel**; a process by which they agree what care and support is already available through the assets available to them, e.g. their family, local community and voluntary organisations.

4.4.3 Any care and support that might require DCC funding is considered by a **Peer Review Panel**; a multi-disciplinary group of front line professionals who agree the most effective and efficient way of supporting a citizen to achieve their outcomes, and an estimation of the likely cost; **'The Support Budget'**.

4.5 Having agreed the value of the Support budget the citizen is offered 4 options:

4.5.1 A **'Direct Payment'** a payment in lieu of a service enabling the citizen or their carer to arrange their own care and support.

4.5.2 A **'Council Managed Support Budget'** where DCC arranges and pays for the required care and support

4.5.3 A **'Third Party Managed Support Budget'** DCC pays the support budget to a trusted organisation who arrange the citizen's care and support on their behalf

4.5.4 Any **combination** of the above

4.6 Progress

4.6.1 **Development**; all necessary systems, processes and guidance were developed prior to the implementation of support Budgets in July 2018.

4.6.2 Support budgets systems processes and guidance have been subject to review and internal audit, and an action plan developed in response to their findings.

4.6.3 **Promotion**; includes information on the DCC Website, Information, Advice and Assistance provided by voluntary sector and Community Support Services (CSS) staff in 'Talking points', the CSS Single Point of Access (SPOA) and direct conversations with citizens and their carers during the assessment, support planning and review process.

4.6.4 Successful implementation of support budgets requires a whole council approach, with recent examples including collaboration with Denbighshire Countryside Services to explore alternative day opportunities for vulnerable citizens, and work with the Public Services Board (PSB) on community empowerment and the roll of CSS Community Navigators and Social Prescribers in delivering the weight management strategy.

4.6.5 **Roll-Out**; Since the introduction of support budgets in July 2018, both the Care Inspectorate Wales (CIW) and Internal Audit have commented on positive progress, however it will take time and persistence for them to be wholly embedded in practice and for DCC and our citizens and carers to fully realise the benefits they afford.

4.6.6 CSS continue to provide ongoing training, support and guidance, and recently obtained grant funding from Betsi Cadwaladr University Health Board (BCUHB) to provide comprehensive training for NHS staff delivered by the National Development Team for Inclusion (NDTi).

4.7 Anticipated challenges to development

4.7.1 Many councils have found culture and practice amongst frontline staff to be the most enduring challenge. CSS has made a significant and ongoing commitment to cultural change and following its recent inspection CIW concluded:

‘Staff are empowered to co-produce creative solutions which meet self-identified outcomes with people who need care and support and carers who need support. Service delivery is driven by an ambition to make a positive difference to the lives of Denbighshire residents. There are good examples of managers at all levels using their initiative and personal leadership skills to drive improvement in operational culture and practice’ (CIW, 2019)

- 4.7.2 It was anticipated the significant difference in culture between NHS and Local Authority staff could create a major challenge in integrated teams and to address this CSS has obtained grant funding from BCUHB to commission a comprehensive training and support package for NHS staff.

4.8 Unanticipated challenges to development

- 4.8.1 Support Budgets required a substantial change to the PARIS system. A recent review and internal audit identified a number of challenges associated with the systems current configuration impacting on effective record keeping, reporting and performance management. In response a joint ICT and CSS task and finish group has been established to explore and implement necessary systems change.
- 4.8.2 Direct Payments required DCC to develop new financial monitoring systems to ensure citizens are using the money to achieve their agreed outcomes, and enable DCC to recoup unspent funds. The existing CIS finance system cannot support Direct Payment monitoring, which is currently managed through complicated and labour intensive paper based systems. Current proposals to address this include:
- a) Adoption of prepayment cards that provide automated monitoring and reporting
 - b) Procurement of a replacement for the CIS finance system
- 4.8.3 As with many new processes those developed for Support Budgets have required continuous monitoring and review in order to ensure they remain fit for purpose and reflective of ongoing changes to Welsh and UK National legislation and guidance.
- 4.8.4 Enabling citizens to take greater control of their care and support required CSS to review and improve the process by which staff assess and record a citizen’s ‘Mental Capacity’ to make decisions. This has been achieved through the implementation of a revised assessment tool and the provision of additional training.
- 4.8.5 **Culture and practice;** unanticipated cultural and practice challenges are normally identified and addressed through the ‘Peer Review Process’, where a multi-disciplinary panel of frontline professionals robustly scrutinise and challenge practice in ways that are often more difficult and less palatable when attempted by managers.

5. How does the decision contribute to the Corporate Priorities?

- 5.1 Support Budgets enable citizens and carers to play an active role in planning and shaping their care and support and empower them to remain safe and independent in their own communities.
- 5.2 The provision of easily accessible information through CSS; talking points, SPOA and in face to face interactions during assessment and support planning, help Denbighshire citizens to make more informed choices about their care and support, increasing their resilience and enabling them to remain independent for longer.

- 5.3 Since the introduction of Support Budgets, the assessment is no longer simply a gateway to services, but a complex interaction that ensures citizens and carers are fully involved in shaping and improving the services they need.
- 5.4 Citizens and carers who receive care and support from DCC are now invited to join the new 'Citizen Advisory Board' established to ensure service developments fully reflect the views and wishes of the people they support
- 5.5 Support budgets are frequently welcomed by carers as they allow far greater flexibility in the delivery of care and support.
- 5.6 The training being provided to NHS staff in integrated teams will help ensure citizens experience a consistent approach to the delivery of health and social care in Denbighshire and reduce barriers to a seamless service.

6. What will it cost and how will it affect other services?

All elements of the development, monitoring and review of Support budgets described in this report are being delivered through existing financial and staffing resources.

7. What are the main conclusions of the Well-being Impact Assessment?

A formal Well-being Impact Assessment was not completed as part of the development of Support Budgets as the requirement for providing these is laid out in the Social Services & Well-being (Wales) Act.

8. What consultations have been carried out with Scrutiny and others?

The provision of support budgets was included in discussion with Scrutiny Committee during the changes implemented as part of the Social Services & Well-being (Wales) Act and this report was requested.

9. Chief Finance Officer Statement

As stated in Section 6, the Service has confirmed that there are no additional resource implications as a result of this report.

10. What risks are there and is there anything we can do to reduce them?

There is a (very low) risk that citizens could use the money provided to them in a Support Budget in ways that do not achieve their agreed outcomes. This is being mitigated by the introduction of pre-paid cards similar to those used for citizens who require support through the Court of Protection Team.

11. Power to make the Decision

Scrutiny's powers with respect to this matter are set out in Section 21 of the Local Government Act 2000 and Section 7.4.2(b) of the Council's Constitution

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1. Case Study 1

- 1.1 27-year-old man with a diagnosis of severe autism and learning disability, living with his family, wants to work like his siblings and would like to learn to be a mechanic.
- 1.2 Citizen requires very supportive learning and working environment which is not available through any local day activity, learning opportunity or apprenticeship scheme.
- 1.3 The family identify a mechanics teacher with his own garage who is prepared to offer appropriate training in a supportive environment.
- 1.4 A Direct Payment is used to fund 4.5 hour training sessions 4 days a week
- 1.5 Greatly improved Wellbeing Outcomes for citizen and his carers
- 1.6 Greatly reduced stress for carers which decreases the possibility of carer breakdown
- 1.7 Cost saving achieved as less expensive than a traditional service

2. Case Study 2

- 2.1 67-year-old man with a diagnosis of early onset dementia living with his wife in Denbighshire
- 2.2 Citizen's wife is his main carer and he requires 24hr support in all areas of daily living
- 2.3 Assessment identifies high risk of carer breakdown and urgent need for respite care
- 2.4 Citizen and carer refuse residential respite saying they do not wish to be apart.
- 2.5 During assessment the couple say how much they'd enjoyed regular breaks in their campervan, but can no longer afford the site fees
- 2.6 Direct Payment used to fund site fees so couple can take regular respite breaks in their campervan
- 2.7 Greatly improved wellbeing outcomes for citizen & carer
- 2.8 Greatly reduced stress for carer and decreased risk of carer breakdown
- 2.9 Achieved cost saving as site fees are cheaper than traditional respite care