

**BRISTOL CITY COUNCIL**

**CABINET**

21 July 2011

**Report of:** Strategic Director of Health & Social Care

**Title:** Your Life, Your Community  
HSC Community Engagement

**Ward:** Citywide

**Officer presenting report:** Alison Comley

**Contact telephone number:** 0117 353 7860

**RECOMMENDATION**

This report is for information only. Please note the findings from community engagement undertaken to date. The findings will inform the proposals in the HSC Transformation programme, details of which will be brought to Cabinet in September 2011.

**Summary**

This report clarifies why it is important for HSC to undertake community engagement and establish an ongoing conversation with the public about social care transformation. It outlines work undertaken to date and the findings of three community engagement events which are intended to inform the HSC Transformation programme and to mark the start of an ongoing dialogue with the public. The report identifies information that will be of relevance to projects in the HSC Transformation programme.

**The significant issues in the report are:**

- the importance of raising awareness of social care issues with the wider public who may use services in future (section 4)
- the views of the people engaged with in three events (section 6)
- the relevance of those views to the HSC Transformation programme (section 7).

**Policy**

- 1 The recommendations enable HSC to play an important role in the success of Bristol's 20:20 Plan. The establishment of an ongoing dialogue with all stakeholders about social care will play a key part in the Council's aim of 'Building Strong and Safe Communities'. Working with the public to improve people's health and wellbeing, meets the aspiration to 'reduce Health Inequality'. Community engagement will help ensure that new approaches to social care are also environmentally sustainable which links to the 20:20 Plan's aim to 'Make our prosperity sustainable'.

Community engagement will inform the HSC Transformation programme which aims to build strong and safe communities, improve health and wellbeing, tackle health inequality and ensure that social care is economically and environmentally sustainable.

## Consultation

### 2 Internal

These first events have been focussed on the public, but some staff have attended. Staff have been advised of the meetings through internal communications (HSC Manager's Update; Email to all staff on GroupWise; BCC website, flyers in office reception areas)

### 3 External.

General public, community organisations, equalities forums, voluntary sector and other independent sector providers, partner organisations, primary care providers, libraries. Assistance in planning and publicising these events has been provided by the council's Equalities Team and by The Legacy Commission. VOSCUR has publicised the events widely including by website, e-bulletin and newsletter.

## 4 Context

4.1 In November 2010, the Department of Health ('DH') set out overarching principles for transforming adult social care. With growing demands on social care services due to **demographic trends**, a general **worsening of health and wellbeing**, growing **public expectations** and a severe tightening of **budgets**, councils must engage with the community around the future shape of social care and how we pay for it. Even people who do not currently use services, or who believe they will never need them, have an interest because ultimately they pay for social care.

4.2 The Government is keen to see local authorities engage directly with the public as well as service users, carers, interest groups and organisations in seeking answers to the issues faced by adult social care. Three fundamental values need to underpin our work:-

- Freedom: people to have the freedom to choose services they want from a vibrant market (pertinent work in the HSC Transformation programme include personal budgets, market management and reshaping) and professionals to be freed from over-use of local authority procedures (affects regulation, safeguarding and performance measurement)
- Fairness: we need to have an open debate with the public about the cost of social care, how accessible it is to people and to engage them in decisions about how we pay for it (pertinent projects include Value for Money, HSC Sustainability, Reablement)
- Responsibility: where-ever possible building up social capital through volunteering, reciprocity or schemes that can reduce people's dependency on services. (Pertinent projects include work on Prevention)

4.3 The Government's vision is for a 'social movement' or cultural change that empowers and enables people to be part of the solution and recognises that social care is everybody's business.

4.4 This element of the HSC Transformation programme is about engaging with Bristol citizens, service users, carers, interest groups and organisations in a new way, to heighten awareness of our shared interest in social care and elicit

people's views. The findings from the engagement will inform all aspects of the Transformation programme.

- 4.5** The engagement has been undertaken in the context of HSC having undertaken a lot of engagement and consultation with stakeholders on the future of social care as part of previous programmes of work over the past 4 years

## **5 Description of Community Engagement process**

- 5.1** HSC has started an ongoing conversation with the public via three engagement events. Three community engagement events were held by HSC in late June and early July. The events were publicised via community organisations, voluntary organisations, equalities forums, primary care practitioners, care providers, key partner organisations, in council offices and libraries and via the local press.
- 5.2** The events were held in three locations in the north, south and centre of the city and were held for two hours in the afternoon or evening and on three different days of the week to try to provide people with a range of options to enable them to attend. Participants were provided with an information pack with key statistics from the Joint Strategic Needs Assessment (JSNA) to help inform this and future engagement.
- 5.3** The purpose of the events was to start an ongoing conversation with Bristol citizens about social care so that an informed public are more able to engage with us on important decisions about how we support vulnerable adults to live safely and independently. We wanted to raise awareness amongst the public, including people who use social care services, of the current and future challenges and opportunities for social care and test perceptions and views of our progress in transforming social care to date.
- 5.4** There are challenges inherent in talking to people about early options and the possibilities for the future of social care. People are wary of attempts by the council to engage *before* any proposals have been made, assuming that decisions will already have been taken. It will be important to demonstrate our commitment to this approach through ongoing work. Inaccurate media reporting has heightened public awareness about social care but has also misinformed people. This has led to anxiety amongst people who use the council's day centres and residential homes and to their families and carers as well as to HSC staff. HSC is working hard to allay concerns.
- 5.5** There is confusion about the status of the programme to reshape the council's own care home provision and this needs to be re-communicated.
- 5.6** At each event the interim Strategic Director and Executive Member for Health & Social Care gave a presentation which was followed by table discussions and a Question and Answer session with a panel of senior officers from HSC. After the first event, the programme was significantly revised in direct response to feedback as people clearly wanted more time to engage with the panel.

**5.7** The strong message from the first event was that people knew of the new types of service and opportunities that could be possible if social care is transformed, and were waiting for HSC to get on with implementation.

## **6 Findings of Community Engagement Events**

**6.1** Approximately 200 people attended an engagement session. Summary equalities monitoring is attached at Appendix A.

**6.2** We have received many comments, suggestions and questions as a result of these events and a themed overview of comments from all three events is attached at Appendix B. The following is a broad indication of the views:-

- Inaccurate media reporting immediately prior to the events meant that a significant proportion of people at every meeting came specifically to raise their concern at the prospect of any **closures of council-owned day centres or care homes** and did not believe that decisions have not already been made about **cuts to services**
- HSC is currently working with funded **voluntary organisations** to improve performance and ensure value for money. This is part of an exercise to save £240k from HSC's voluntary sector budget. This prompted concerns from some organisations and the people who use their services at the meetings. HSC officers are working with those voluntary organisations affected to maximise their opportunity to respond to our requirements.
- National media coverage of the financial difficulties of **Southern Cross** – care home provider and the **Panorama** programme about **safeguarding** issues in a South Gloucestershire care home prompted and enabled some frank discussions about safeguarding and the stability of independent sector providers. HSC was able to emphasise the additional levels of monitoring of care services that are undertaken in Bristol. It is clear however that safeguarding issues remain a key priority for people going forwards.
- There was broad consensus that people do want to have access to **new types of service** such as extracare housing (very sheltered housing) and Community Supported Accommodation and want to know why HSC hasn't moved forwards more quickly with these improvements in social care
- People who use our services are fearful about the impact of change on their lives and do not yet see enough examples of **alternative services** that would support them
- There was concern that we must do all we can to better **support carers**
- People wanted to know that the council would provide good **support for people in the community** where previously they may have gone into a care home. In particular it was felt that older people and people

with dementia needed good support and would need considerable help and support to enable them to make use of a personal budget/Direct Payment to buy their own care. People also felt that younger adults needed support when living in the community and that there were examples where younger people with learning difficulties or mental health problems who also had other needs, for example in relation to substance misuse needed more support to enable them to live in their own home in a way that does not adversely affect their neighbours and which enables them to make good use of public funding for their accommodation. HSC will be able to work with colleagues in the council to address this issue.

- There was a lot of concern that HSC were not yet doing enough to make **personal budgets/Direct Payments** a real choice for vulnerable adults. People want to see more advocacy, more assistance with budget management, to be assured that safeguarding issues will be addressed, to ensure that carers will be supported if someone they care for has a personal budget;
- The need for a strategy in relation to **Autism** was expressed on a number of occasions
- There was concern that HSC should ensure that adequate services are available for the increasing numbers of people with **dementia**
- People want to have an input into any proposals that directly affect the services they use

## 7 Link with the HSC Transformation Programme

Community Engagement will support the HSC Transformation vision in the following ways:

- Real choice for people in the help they receive as people will be better informed about the types of support they may have and may be less reliant on more traditional models of support
- Treating people with respect by engaging with the community in an open and transparent way, about how social care and support is delivered now and what it is possible to deliver in future
- Helping to ensure that the voice of Bristol citizens informs future commissioning practice
- Ensuring that the public understands the creative and innovative changes to service provision that are possible
- Raising public awareness about demands and pressures on social care and engaging in a debate with the public about how to meet demand in a way that ensures good quality services and good value for money .
- Easy access to services through a greater understanding of what HSC has to offer.

## **Proposal**

- 8** This report is for information only. Please note the findings from community engagement undertaken to date. The findings will inform the proposals in the HSC Transformation programme, details of which will be brought to Cabinet in September 2011.

## **Other Options Considered**

- 9** We have considered and rejected the option of undertaking no engagement before coming up with proposals under the HSC Transformation programme. This option has been rejected because it is not open and transparent and does not enable people to have a voice or help the council's decision making. The challenges and financial pressures for social care are significant and we believe it is essential to engage with the community around the future shape of social care and how it is funded.
- 10** We have decided that it is more open and transparent to engage with people in developing proposals rather than waiting until we have proposals and simply going out to consultation alone. Consultation will instead, follow the community engagement in the belief that people will be better informed and enabled at the point of consultation.

## **Risk Assessment**

- 11** Without proper engagement, stakeholders will not be able to make informed comments or suggestions.

## **Equalities Impact Assessment**

- 12** HSC worked with the Equalities team in the council to publicise the engagement events and invitations were sent to all equalities forums. The Legacy Commission also supported the events. As a result of the first engagement events, it has become clear to officers that further work is required to engage with the Lesbian, Gay, Bisexual and Transgender communities and this will be taken forwards by officers with the LGBT forum and the Rainbow Group, using the Good Practice Guide.

The Equalities team supported HSC to enable equalities monitoring of people who attended the events and this information is currently being collated.

## **Environment Impact Assessment**

- 13** HSC has accepted an invitation to participate in a piece of work funded by the Department of Health (DH) which will focus on raising awareness of the implications of personalisation by considering the environmental sustainability of social care services. There is nothing to mitigate at this stage. The net effects of the proposals are potential environmental benefits as a result of changes to social care.

Environment Impact Checklist is attached at Appendix B.

## **Legal and Resource Implications**

### **Legal**

The public engagement described in the report is the councils response to the DH's paper "A Vision for Adult Social Care: Capable Communities and Active Citizens" published in November 2010 which set out the Government's Vision for making services more personalised, more preventative and more focused on delivering the best outcomes for those who use them. It encourages care and support to be delivered in a partnership between individuals, communities, the voluntary sector, the NHS and councils. It is also consistent with the council's statutory obligation to involve representatives of local persons in order to better understand the interests and requirements of the local community pursuant to section 138 of the Local Government and Public Involvement in Health (LGPIH) Act 2007.

Formal consultation will need to be undertaken as a separate exercise in the event that any proposals to change to the way the council exercises its functions develop. Such consultation would need to be undertaken at a time when the proposals are at a formative stage and the outcome of the consultation must inform the decision making process.

## **Financial**

### **Revenue**

The cost of the community engagement events was met from within existing Health and Social Care budgets.

**Capital**        N/A

**Land**            N/A

## **Personnel**

As the report is for information only there are no HR issues currently, however if this significant community engagement exercise is to inform future changes to service provision then there will be an impact on employees and full and thorough consultation will be required at this stage.

## **Appendices:**

Appendix A: Summary equalities monitoring information

Appendix B: Themed comments and issues raised from three events

Appendix C: Environmental Checklist.

## **ACCESS TO INFORMATION Background Papers**

**APPENDIX A**

<b>Equalities Monitoring Category (54 responses)</b>	
Under 18	0
18-65	35
Over 65	16
Prefer not to say	0
Not completed	3
Female	40
Male	12
Prefer not to say	0
Not completed	2
Transgender – yes	1
Not transgender	16
Prefer not to say	1
Not completed	36
White British background	27
Other White background	1
Black and minority ethnic background	17
Prefer not to say	0
Not completed	9
Religion or Belief - yes	30
No religion or belief	15
Prefer not to say	5
Not completed	4
Disabled – yes	15
Not disabled	29
Prefer not to say	2
Not completed	8
Lesbian, gay or bisexual	2
Heterosexual	35
Prefer not to say	5
Not completed	12
Did not wish to provide any of the information on the form	2



**Health & Social Care (HSC) - Community Engagement Events**  
**Summary of issues raised at three events on 23<sup>rd</sup> and 28<sup>th</sup> June and 1<sup>st</sup> July 2011**

A large number of comments, suggestions and questions were generated at the three engagement events. The majority of these focused on:-

- the budget for social care
- the future of council-owned services such as residential and day services
- personalisation
- safeguarding of vulnerable adults
- the nature of engagement and consultation.

This paper sets out the **broad themes** that were raised. The full list of questions, comments and suggestions is available from HSC and will soon be placed on the council's website for information.

**Specific Service User/Carer groups**

A number of questions related to how the council will ensure adequate levels of support for specific service user and carer groups:-

- Autism and Aspergers – a strategic approach requested
- Dementia – services that are evidence based and fit for the future and available to people with low-level dementia
- Brain injury – a memory cafe model was suggested
- Older people – address social isolation
- Learning difficulties – good support if services change; older people with learning difficulties should receive similar support to other older people
- Supported transition for children moving into adult services
- Carers – need support and information and good respite services
- Mental health problems – good community based support
- Substance misuse problems – good community support needed and help for neighbours where people are rehoused.

In general, the following were also strongly emphasised over the three dates:-

- services that are well monitored, flexible and ensure dignity and respect
- the need for culturally sensitive community-based services
- the need to plan for the social care needs of people who are lesbian, gay, bi-sexual and transgender.

There were concerns that in times of budget constriction, the council should still plan for all communities and involve them in planning new types of service.

## **Budget**

Many of the comments were in relation to the budget for social care for this financial year and the coming year 2012-13 and how it may affect the services people receive. There were concerns about potential cuts in funding and how this would affect services provided by the council, or commissioned from other providers.

People felt there was potential for organisations who cater for fewer numbers of people to be more adversely affected. There was also concern that if funding is reduced, organisations will in turn make reductions to their services and the council should monitor how this is done. People also cited the example of Southern Cross and asked how the council would ensure that there is sufficient provision in future and that providers are financially stable.

People wanted to see how commissioning strategies aim to successfully roll out personalised services in the light of a tightening budget over the coming years. There was scepticism that there would be adequate funding to support people to live in their own homes and that a sufficient investment in preventative services might not happen if HSC targets funding towards high cost services.

## **Council-run services**

A large number of concerns were raised specifically about the council's day services and residential homes as a result of media misrepresentation at the start of the engagement events. People were understandably anxious and concerned to know the future of these services and did not understand that there were no proposals already drafted. Many had turned up believing the events to be consultation on the council's in-house services. The value of the council's residential and day services for current service users and their carers was repeatedly raised. The impact of change for older people, people with dementia and people with learning difficulties was a recurrent theme as was the emotional impact on service users, carers and staff when hearing of potential changes via the press.

## **Personalisation**

Many of the comments were in relation to personalisation:-

- Personal Assistants need to be well trained and CRB checked
- More support is needed to enable people to take a personal budget, particularly older people and people with dementia
  - advocacy
  - budget management
  - employing a Personal Assistant
- More information about personal budgets is needed as some people do not know they are entitled to take funding this way
- Service providers need help to be more creative, flexible in what they offer
- The needs of carers must be considered
- Concern about safeguarding and monitoring if someone buys their own support
- Request for health services to be available by personal budget

A range of suggestions were given on how to improve community based support:-

- enable service providers to offer more flexible and good quality services
- use lunch clubs, libraries, schools to improve low-level support for older people to reduce social isolation – offering activities and meals
- facilitate “how to be a good neighbour” courses
- HSC to buy assistive technology through an agency that can buy in bulk.

To enable people to remain living in the community for longer, it was acknowledged that the availability of appropriate housing will be of paramount importance. The following comments were made in that context:-

- increase support for vulnerable people who live in council accommodation including for people who have substance misuse problems
- support for neighbours of vulnerable people rehoused by the council
- ensure that officers in housing are part of the joined-up approach
- site-based sheltered accommodation as well as ‘floating’ services
- Use of the housing allocation system to prevent creating ghettos of people with care needs. Mixed communities work better.

People raised the need for good quality information for everyone to enable them to make the right choices. People also felt that GP practices and Neighbourhood Partnerships have a role to play in signposting to appropriate services. They would also like more use of news bulletins including on the radio.

## **Safeguarding**

There were many comments about the importance of safeguarding. People were very concerned that in spite of budget tightening, the council continues to monitor services and ensure that providers are accountable. Regulation by the Care Quality Commission was not seen as sufficient on its own. Of particular concern was the monitoring of support that people buy.

## **Engagement events**

A number of the comments related to the engagement process itself. In response to concerns raised at the first event where people felt they were given too much information but not enough chance for discussion, HSC restructured the programme completely.

There was confusion about the nature of the events – some attending for a consultation on firm proposals on the council's in-house services and funding to voluntary organisations. As a result many people wanted to know when changes would be implemented. A strong message was given that people feel the council consults, but does not make any changes. A number of people were clear that they appreciate the potential of new ways of delivering social care, but now want to see HSC implement these rather than consulting on them.

A suggestion was made that the council could seek to find a democratically elected link person in each community to liaise with and that community development workers could build links in the community. There was support for ongoing discussion at a more local and less formal level. Overall, people gave the message that we should 'be honest and clear about what is part of the conversation and what isn't part of the conversation'.

## Appendix C to Cabinet Report

### Eco Impact Checklist

<b>Title of report: Your Life, Your Community - HSC Community Engagement</b>				
<b>Report author: Kay Russell, Strategic Planning Manager</b>				
<b>Anticipated date of key decision 21 July 2011</b>				
<p><b>Summary of proposals:</b>  <b>HSC has undertaken community engagement exercises and wants to feed the results into its Transformation programme for social care.</b></p> <p><b>One aspect of the engagement will be in relation to the environmental sustainability of social care.</b></p> <p><b>HSC has accepted an invitation to participate in a piece of work funded by the Department of Health (DH) which will focus on raising awareness of the implications of personalisation by considering the environmental sustainability of social care services. The invitation comes as a result of HSC's involvement in previous work by the DH on environmental sustainability (which Clare Craner-Buckley was involved in) which found that there is an understanding of the need for environmentally sustainable approaches amongst some care providers and members of the public. The DH would like to expand on this work to inform other local authorities. HSC would like to use this opportunity to further engage with the public around the transformation of social care, to see what additional views can be gleaned through a consideration of the impact of personalisation on the environment. Cost of HSC involvement will be costs of hosting an engagement session so between £500 and £1000. In return the DH is investing around £10k into the work with Bristol which will include skills and knowledge transfer to BCC officers on effective engagement.</b></p>				
Will the proposal impact on...	Yes/No	+ive or -ive	If yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Y	+	Subject to the findings of the work with the DH outlined above, there could be positive steps that HSC and social care providers can take to ensure that changes to social care are undertaken in a way that is environmentally sustainable where-ever possible	
Bristol's vulnerability to the effects of climate change?	Y	+	Subject to the findings of the work with the DH outlined above, there could	

			be positive steps that HSC and social care providers can take to ensure that changes to social care are undertaken in a way that is environmentally sustainable wherever possible	
Consumption of non-renewable resources?	Y	+	Subject to the findings of the work with the DH outlined above, there could be positive steps that HSC and social care providers can take to ensure that changes to social care are undertaken in a way that is environmentally sustainable wherever possible	
Production, recycling or disposal of waste	Y	+	Subject to the findings of the work with the DH outlined above, there could be positive steps that HSC and social care providers can take to ensure that changes to social care are undertaken in a way that is environmentally sustainable wherever possible	
The appearance of the city?	Y	+	Subject to the findings of the work with the DH outlined above, there could be positive steps that HSC and social care providers can take to ensure that changes to social care are undertaken in a way that is environmentally sustainable wherever possible	

Pollution to land, water, or air?	Y	+	Subject to the findings of the work with the DH outlined above, there could be positive steps that HSC and social care providers can take to ensure that changes to social care are undertaken in a way that is environmentally sustainable wherever possible
Wildlife and habitats?	Y	+	Subject to the findings of the work with the DH outlined above, there could be positive steps that HSC and social care providers can take to ensure that changes to social care are undertaken in a way that is environmentally sustainable wherever possible

**Consulted with:**

**Department of Health, Social Care Institute for Excellence, Local Government Improvement & Development. Previously with Clare Craner-Buckley in relation to this work.**

**Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report**

The significant impacts of this proposal are the consideration of the environmental sustainability of social care services.

There is nothing to mitigate at this stage.

The net effects of the proposals are potential environmental benefits as a result of changes to social care.

**Checklist completed by:**

Name:	Kay Russell
Dept.:	HSC
Extension:	3-7369
Date:	1 July 2011
Verified by Sustainable City Group	