Progress on Personalisation and Outcomes

Health, Social Care and Housing Committee
13 December 2011

1 Purpose of report

1.1 The purpose of this report is to:

a) update Committee on progress being made by the department of Health and Social Care to drive forward a shift around care and support in Edinburgh based on choice, control and agreed outcomes for individuals and their carers.

2 Summary

2.1 This report provides an update on the Personalisation and Outcomes Programme, including stakeholder engagement, staff engagement and development towards an outcomes-focused assessment and review framework.

3 Background – National Context

3.1 The way in which the City of Edinburgh Council delivers adult social care is changing to give more individuals and families real choice and control over the kind of care and support they receive. This is firmly linked to the Scottish Government’s 10-year strategy to increase Self-directed Support in Scotland, which was produced in November 2010. Its strategy is based on a vision where support is based around the citizen, not the service.

3.2 The Scottish Government has also consulted on a draft bill for Self-directed Support. If enacted, this will set out four broad options in order to provide real choice and control to people:

- The selection by the supported person within the supported person's individual budget of the support and the making of arrangements for the provision of it by the local authority.
- The making of a direct payment by the local authority to the supported person for the provision of the support.
- The making of arrangements by the local authority for the provision of the support for the supported person.
The selection by the supported person of Option 1, 2 or 3 for each type of the support.

3.3 The Self-Directed Support (Scotland) Bill will start its Parliamentary journey in February 2012 and is likely to be enacted into law by summer 2012. The implementation of the Self Directed Support (Scotland) Act is expected to be in place by the summer of 2013. The expectation is that all new community care assessments conducted beyond this period will be undertaken under the provisions of the Act.

4 Strategic Context in Edinburgh

4.1 The Scottish Government’s National Strategy for Self-Directed Support emphasises the importance of preventative services for people at all levels of need, and especially those in moderate or low risk eligibility categories. The Council currently offers a range of preventative services and support and is reviewing how to take these forward in the future. This will also cover the promotion of well-being through universal services, including improving access to employment, physical recreation, leisure and transport. It will also look at addressing barriers to social inclusion. Strategic links will be made as this programme develops.

4.2 Strategic links have also been made with the Council’s Commissioning Strategy, which proposes new ways of commissioning and purchasing social care services from outside agencies. The Personalisation and Outcomes Programme will take forward a number of relevant actions arising from the Commissioning Plan for Adult Social Care, for example:

- Reviewing risk management processes in relation to Self Directed Support;
- Seeking the views of people who currently use services or receive direct payments;
- Building on the recognition that the successful expansion of the use of individual service funds, direct payments and other forms of self directed support will require that we make increased investment in service user support organisations;
- Ensuring carers across the city will be supported to access personalised support, which meets their needs and enables them to manage their caring role with confidence;
- Reviewing resource allocation systems.

5 Progress

5.1 Mainstreaming self-directed support and driving forward a cultural shift around personalisation and outcomes is a significant transformation which will affect Council staff and services as well as voluntary, private and community organisations. This is therefore a long-term programme of change.

5.2 Key developments and achievements towards driving forward a shift around care and support in Edinburgh based on choice, control and agreed outcomes for individuals and their carers will now be summarised.
Stakeholder and Staff Engagement

5.3 Between June and October 2011, monthly stakeholder meetings have been held, with representation from all the care and equalities groups and included both service users and professionals. These meetings have involved, for example:

- A workshop to introduce the concept of outcomes focused practice
- Agreement of a communication and engagement strategy
- A presentation and discussion on Equality Impact Assessments (to be completed during the next stage of stakeholder engagement)
- A presentation and discussion on funding allocation systems

5.4 The next stage in stakeholder engagement will be to establish topic-focused session(s) so that all interested organisations and individuals can contribute to the development and implementation of a personalised and outcomes based approach to care and support across Edinburgh through constructive, open discussion and creative formulation of ideas. The topics for these session(s) will be planned with the Engagement and Development network and may include items such as:

- Advice and information
- Personal Assistants
- Risk and enablement
- Equalities
- Support for people to manage an individual budget
- Streamlining processes

5.5 Between November 2010 and June 2011, 12 engagement sessions have been held with various staff and management groups in Health and Social Care.

5.6 As well as making people familiar with the national context for personalisation and outcomes, one of the key aims of these the engagement sessions was to identify barriers and challenges to be addressed in order to further develop the personalisation and outcomes agenda in Edinburgh.

5.7 Examples of some of the key issues identified to date through staff and stakeholder engagement include:

- The need for a range of services to be available to enable real choice;
- Current direct payment processes need to be improved;
- The importance of support for people to manage their own care and support when required;
- The need to provide support and training for people who want to employ a personal assistant;
- The need to ensure that people are able to access the right information at the right time;
The recognition that carers are integral to the support of individuals as equal partners in the provision of care.

5.8 A series of road shows is planned for January 2012 to engage with a wider range of both Council and NHS Lothian staff in order to:

- Increase their awareness of local examples of personalised and outcome based care and support within the Council and the Voluntary and Independent sector;
- Discuss the barriers which might arise in relation to further developing personalised and outcomes based care and support;
- Contribute their ideas for developing care and support which enable people to achieve their personal goals.

5.9 These road shows will profile ‘stories of success’ from the following services:

- Community Connectors
- Funding Independence Team (direct payments)
- Local Area Coordination Team (individual budgets)
- Thistle Foundation (neighbourhood networks)
- Social Work Practice Team

5.10 DVDs of the services profiled will be produced in order to share the stories of success more widely.

5.11 Some ‘good practice’ examples and resulting benefits to individuals will now be summarised below.

**Outcomes Focused Assessment, Care Planning and Review**

5.12 Moving to self-directed support as a mainstream approach relies on an early shift to outcomes focused assessment, planning and review.

5.13 An outcomes approach involves the individual being assessed as actively engaged in designing their supports and services based around the outcomes that are important to them.

5.14 Building on existing use of person-centred planning, Edinburgh is planning to roll out a specific methodology - ‘Talking Points – Personal Outcomes Approach’ as an evidence-based approach to identifying and achieving outcomes for individuals and carers. This approach is promoted by the Scottish Government.

5.15 A working group of frontline practitioners has developed outcomes-focused assessment, planning and review forms. In order to test out the application of the new assessment form and support plan in practice, a pilot was undertaken over a four-week period commencing 14 February 2011.

5.16 Based on the findings from the pilot, further changes were made to the forms. However, rolling out outcomes-focused assessment is not simply a case of introducing a new form. A significant cultural shift is required and work is
currently underway to identify the training and development implications of this shift. This will be implemented in 2012.

5.17 In recognition of the cultural shift required, there will be a programme of work to manage the change process. This will include:

- Designing and testing modifications to organisational processes (focusing on referral, assessment, care and support planning, reviews and applications for direct payments)
- Designing and delivering a staff development programme with an emphasis on exploring personalisation and outcomes in practice and in supervision; self management support; and identifying leaders or champions of change.

**Funding Allocation**

5.18 In order to offer people more control over their care and support, a funding allocation system will be required so that all individuals eligible for adult social care services have a clear and transparent allocation of funding to enable them to make informed choices and exercise control over how best to meet their needs and identified outcomes.

5.19 Research has been undertaken as part of the Personalisation and Outcomes Programme looking at funding allocation tools in use within Scotland and the UK. This was then discussed in small groups with stakeholders.

5.20 The research and subsequent feedback from stakeholders emphasised the importance of carefully phasing any new funding allocation system and not implementing this in a ‘big bang’ approach. Therefore any change will be implemented in a stepped approach.

**6 Good Practice Examples**

6.1 Within existing Health and Social Care services, there are already a number of examples of effective personalised and outcomes-focused care and support.

**Direct Payments**

6.2 The City of Edinburgh Council has a history of providing direct payments for nearly 20 years. It was one of the first Councils to embrace the principles of flexibility, choice and control through direct payment provision and in particular in combining funding from sources including social care, housing support, continuing health funding and Independent Living Funds. Direct payments are made across all service user and age groups.

6.3 The City of Edinburgh Council was quoted as having the most number of people receiving Self-directed Support packages (12.5% of the Scotland total).

6.4 There are currently 607 clients receiving direct payments, and there is an average of 12 new direct payments being authorised each month.
6.5 As part of staff engagement exercises, a need has been identified to streamline current direct payment processes. This is a priority workstream.

**Short Breaks**

6.6 Within Older People and Disability Services, pilots have been undertaken to offer people a direct payment or individual budget for the purchase of short breaks, to enable the individual and their carer to have more choice and control to develop their own respite package. This provides service users with a flexible service which is more appropriate to their needs and gives the opportunity to plan their support in a creative and person-centred way.

6.7 The pilot undertaken for people with disabilities involved a Local Area Coordinator to help people to manage their budgets and broker services. This helped individuals and their carers to have short breaks tailored to their needs using largely mainstream resources, while developing their skills in decision making and independence.

6.8 Examples of the short breaks people have purchased include:

- A sitter service during the day or evening
- A sleep over service
- An occasional day out
- A holiday with family or friends
- A Bed and Breakfast weekend with support workers or other family members
- A care home break closer to friends, so that visits are possible
- A care home break at a seaside resort

**The ‘Edinburgh Card’**

6.9 The Edinburgh Card is a pre-loaded card for monthly Direct Payments. Like other debit or credit cards, it can be used by Direct Payment recipients to purchase services via telephone banking or transactions can be made using a pin number. It can be used to pay a Personal Assistant or other service providers, such as agencies. A merchant control function ensures that payments are appropriately spent.

6.10 The Edinburgh Card has numerous advantages for individuals, such as reduced paperwork, choice and flexibility. Individuals are able to monitor their account online, by phone, at a bank or at cash point. The benefits of this include ease of record keeping, reduced paperwork, the removed need for a separate bank account for Direct Payments and the enablement of payments directly to a Personal Assistant or other provider. For the Council, benefits
include increased transparency and responsiveness, reduced administrative requirements, ease of audit and a more streamlined system.

6.11 From December 2009, the Edinburgh Card has been rolled out to all new recipients of agency provided services (approx 400 individuals) and progressive roll out to existing Direct Payment recipients is taking place with the involvement of the Lothian Centre for Inclusive Living (LCIL).

6.12 From April 2010, the Edinburgh Card has been rolled out to individuals employing Personal Assistants to meet their assessed needs (phase 2).

6.13 There are known issues to do with the Edinburgh Card, such as lack of ability to make online payments. These will be looked into and a range options considered to make it easier for individuals to manage their direct payments.

Community Connecting

6.14 Two Community Connecting projects have been piloted in Western and South Central Neighbourhood Partnership areas funded through Fairer Scotland Funding (FSF). Both projects commenced on 1 September 2010. Due to the success of these projects, funding has been identified through the 'Change Fund' to enable this service to be delivered citywide.

6.15 Community Connectors work with older people with a range of needs in order to tackle social isolation. They discuss with the older person what type of things they would like to do. Once goals have been identified, the Community Connector then matches the older person to a volunteer who will work with the person to support them to achieve their goals. Volunteers will work with the person for up to four months.

6.16 Examples of what individuals have achieved through Community Connecting include:

- Increased confidence
- Support with depression and self travel.
- Support to find classes and routes to get to the class.
- Reduced isolation
- Support to attend local community centre
- Support to meet up with friends
- Support to get to know the local area and to start attending groups

7 Financial Implications

7.1 There are no financial implications arising from this report.
8 Equalities Impact

8.1 A full equalities impact will be undertaken as part of the Personalisation and Outcomes Programme.

9 Environmental Impact

9.1 There are no negative environmental implications arising from this report.

10 Recommendations

10.1 It is recommended that the Health, Social Care and Housing Committee:

a) notes the progress being made by the department of Health and Social Care to drive forward a shift around care and support in Edinburgh based on choice, control and agreed outcomes for individuals and their carers.

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Appendices None

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Wards affected All

Single Outcome Agreement Supports National Outcome 6: We live longer, healthier lives
Supports National Outcome 15: Our public services are high quality, continually improving, efficient and responsive to local people’s needs

Background Papers Progress on Personalisation 11 August 2009