

PART 1 - PUBLIC

Decision Maker: Adult and Community Portfolio Holder

Date: For Pre Decision Scrutiny by the Adult and Community PDS Committee on 29 March 2011

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **SUPPORTING INDEPENDENCE IN BROMLEY PROGRAMME - PHASE 3**

Contact Officer: Jean Penney , Programme Manager, Supporting Independence in Bromley
Tel: 020 84617994 Tel No E-mail: jean.penney@bromley.gov.uk

Chief Officer: Terry Rich, Director, Adult & Community Services

Ward: Borough Wide

1. Reason for report

The purpose of this report is to review the progress made in delivering the transforming social care objectives, and to outline the remaining benefits to be delivered during phase 3 of the Supporting Independence in Bromley (SIB) programme.

2. RECOMMENDATION(S)

The PDS Committee

The PDS Committee is asked to note and comment on the progress to date of the SIB programme, and on Phase 3: Realising Benefits and Embedding New Ways of Working.

Portfolio Holder

The Portfolio Holder is asked to endorse the arrangements for taking forward Phase 3 of the SIB programme.

Corporate Policy

1. Policy Status: Existing policy.
 2. BBB Priority: Supporting Independence.
-

Financial

1. Cost of proposal: Estimated cost 2.1 m set up grant over the 3 years of the programme which ends in March 2011.
 2. Ongoing costs: Non-recurring cost. Any recurring costs must be funded from mainstream budgets after March 2011
 3. Budget head/performance centre: Transforming Social Care - Programme Manager - Jean Penney
 4. Total current budget for this head: £2.1 m over two years
 5. Source of funding: Social Care Reform Grant
-

Staff

1. Number of staff (current and additional): 9 posts funded on short term basis
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: Non-statutory - Government guidance. Government guidance. Grant conditions required to secure Social Care Reform Grant as above. Transforming Adult Social Care, LAC (DH) (2009) 15th March, 2009. Putting People First 10th December, 2007
 2. Call-in: Call-in is applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): The transformation agenda will impact upon all who require publicly funded adult social care as well as shaping the wider social care market for those who self-fund. Currently 10,000 adults per annum receive support and social care services in Bromley.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? No.
2. Summary of Ward Councillors comments:

1. Commentary

1.1 The Putting People First Concordat (December,2007) described the following:

- A new direction for care services
- A new relationship between citizens and their public servants
- A shift from crisis intervention towards re-ablement and early intervention to promote independence.
- The need for support and services to be built around the specific needs and aspirations of individuals; to fit into their lives.

1.2 To support local authorities to implement the major changes required to achieve the vision for personalised services, the government allocated 3 year specific funding from 2008/2009 in the form of the “social care reform” grant.

1.3 In line with the strategic direction articulated in the Putting People First concordat the Supporting Independence in Bromley programme is designed to promote the independence, health and wellbeing of disabled people and carers by focusing on the following four key areas:

- Universal Services - are the general support and services available to everyone locally, including signposting and help in accessing a range of services like transport, leisure, education, health, housing, community safety, information and advice.
- Early Intervention and Prevention Services – is the support available to assist people who need a little more help, at an early stage to stay independent for as long as possible. These include services like re-ablement which support people to recover from the effects of illness and help manage a long-term condition.
- Self-Directed Support – services available to meet people’s needs and to allow people to choose who provides that support, and control when and where the services are provided.
- Social Capital – develop the community and encourage individuals to make use of all resources available to them in the community, including personal networks (family and friends), community groups, the voluntary sector and other information support.

1.4 The Programme is designed to develop two “offers” i.e. two ways that services can be provided to residents of Bromley.

- The ‘universal offer’ which represents services available to all adults living in Bromley and relates to peoples widest needs i.e. public health, housing, recreation, transport.
- The ‘targeted offer’ which represents the services delivered to those adults who need to engage very directly with social care services.

1.5 In April 2008 the ACS department set up The Transforming Social Care Programme Board to undertake the high level planning required for Bromley to move to a personalised care system. At the end of year one, in line with good practice, the Board commissioned an external review to help inform developments for the next two years: The review highlighted that there was a common understanding for the need for change, a keenness to see rapid progress, and the budget available to support this investment. However not as much progress had been made in a

number of key areas, and more work needed to be undertaken to ensure that changes were able to be completed within the timeframe of the programme.

- 1.6 The review resulted in a number of significant changes including a strengthening of the programme and project management capacity, with the Head of Assessment & Care Management, Jean Penney being seconded into the Programme management role. This provided strong professional leadership to the programme of change and Phase 2 of the transformation programme 'Supporting Independence in Bromley' was established in July 2009 with a planned end date of the 31st March 2011.
- 1.7 The PDS Committee have received regular reports and encouraged to be part of the journey over the last 18 months. Significant progress has been made over this time, however to realise full benefits it is proposed that the programme is extended for a further 6 months. This report provides an update on progress and sets out a proposal for Phase 3 - Realising benefits and embedding new ways of working

2. Progress report:

2.1 Information, Advice and Guidance (IAG)

Aim

To develop a comprehensive strategy for the provision of information, advice and guidance (IAG) that will support independent living and, as part of this, to commission a website that will signpost the public to relevant sources of IAG.

Benefits

- LBB residents will have access to universal information, advice and guidance
- Contacts to Bromley Social Services Direct will be reduced as people will be able to access information independently
- The IAG strategy will enable gaps and overlaps in contracted services to be easily identified which will result in more efficient usage of funds

Progress

As a direct result of the SIB Programme, Bromley residents will be able to access accurate up to date information and advice in their own homes or at local libraries or resource centres. The web-site that makes this possible 'My life' will be launched in April 2011 and will provide improved access to information and advice about support, services and community activities available to all residents living in Bromley.

The web-site will serve as an excellent resource for front line practitioners and reduce the number of people accessing Bromley Social Service Direct as they will be able to access information and be guided to appropriate responses in their own homes at all times of the day and night.

Access to the Future Jobs Fund, enhances the provision of information, advice and guidance in local libraries and community resources. For example, 4 young people working in Bromley Central library have provided 155 one hour IT sessions with customers since starting at the library in September 2010. This has increased people's awareness of technology and provided valuable research about how they like to receive information; helping to inform the Information, Advice and Guidance Strategy and how LBB provide access to timely, accurate information in the future.

Here are some examples of the comments from people accessing the FJF service:

"I have learnt so much, I can't believe it – one to one sessions are great"

"Very helpful and polite with a great understanding of the internet, also showed me how to use Word and write a letter and how to save documents to my computer".

As part of the web-site development people will be able to use an on-line "self Assessment Questionnaire" to identify their own needs and support them in finding the solutions to their issues/problems by signposting them to information and advice and recommending appropriate resources. This tool will also be used to inform people of their eligibility for social care and a referral route into the Contact and Assessment service. People inputting their own information into the self-assessment questionnaire will make a more efficient front end service and reduce time spent on gathering data for assessments.

For the people who do not meet the eligibility for social care in Bromley, LBB have continued our commitment to fund Age Concern Bromley and Bromley Mencap to provide a brokerage service.

In partnership with a number of stakeholders, an Information, Advice and Guidance Strategy has been agreed. The strategy provides a framework and action plan to ensure that quality information provision is maintained in the future.

Phase 3

Going forward, the implementation of the IAG strategy action plan will be undertaken by the Strategy & Performance Team. The priority for the SIB programme will be to ensure that the web-site is launched according to schedule, and to measure the anticipated benefits once it is up and running.

2.2. Early Intervention and Prevention Services

2.2.1. Re-ablement

Aim

To ensure a 'personalised service' using a home care re-ablement approach to providing 'preventive' and 'early intervention' services is in place to avert crisis, to restore people's choice and control over their situation when care needs have arisen, and to support them to regain skills and confidence in daily life.

Benefits

- Maximising people's independence
- Minimising whole life cost of care (service users require care for a shorter term than would have traditionally been offered incurring savings)
- The service can prevent hospital admission or post hospital transfer to long-term care

Progress

A model for delivering re-ablement in Bromley has been developed and implemented. Initially, an early adopter approach was used for new people entering the social care system through the hospital. The learning from the early adopter programme has helped to develop processes and practice and to establish a new, mainstream, Re-ablement Service. Between February to December 2010 339 people received a re-ablement intervention. Of the 339:

- 183 people concluded re-ablement
- 75% of whom exited the service with no ongoing service, or a reduced package of care

The Re-ablement and Assessment Service is a major contributor to the long term sustainability of social care in Bromley.

Phase 3

The Re-ablement Service has been fully mainstreamed. No significant ongoing support from the SIB programme is anticipated.

2.2.2. Assistive Technology (AT)

Aim

Promote service user choice and independence and deliver efficiency savings for the support services. Evidence Value for Money via streamlined service delivery arrangements.

Benefits

- LBB clients are supported to remain independent for longer
- Savings will be incurred when AT is used to replace existing, traditional services

Progress

The Assistive Technology Project has contributed to helping people maintaining independence and preventing them from experiencing a crisis that may lead to long term care. It also supports people through the re-ablement programme to stay in their own homes. At the beginning of the SIB programme, 20 people were recorded as having enhanced assistive technology (equipment in addition to the alarm system) as at the end of January 2011 there were 296 people benefiting from having this service in their home.

Phase 3

During phase 3 of the SIB Programme, the focus will be evidencing the savings made through the use of AT, improved outcomes for service users, and measuring its contribution to the sustainability of social care in Bromley. Work to produce a joint commissioning/delivery agreement between Health and Social Care will also be ongoing.

2.2.3. Transforming Community Equipment Stores (TCES)

Aim

To create a market where clients and self-funders are able to access specialist advice, information and guidance and equipment products from a supplier of their choosing, and exercise choice and control over their equipment.

Benefits

- Clients and self-funders will be able to exercise greater choice and control
- Potential savings by changing the supply route for equipment

Progress

Significant progress has been made in identifying and accrediting retailers for the Community Equipment Retail Model. Over 12 retailers have now been accredited, and have a trained and knowledgeable workforce. This means that people who do not meet the eligibility for social care have access to specialist advice, information, guidance and equipment products from suppliers of their choosing.

A new supply route for the provision of equipment has been identified and the anticipated savings will be incurred in the next financial year.

Phase 3

The infrastructure to enable people who meet the criteria for social care funding to receive a prescription, will be developed during Phase 3 of the programme; they will then also be able to access equipment through local retailers increasing their choice and control. Work will continue to implement the next stage of TCES, to include the future of the existing equipment store.

2.3 Self-Directed Support

2.3.1 Personal Budgets and Direct Payments

Aim

Mainstream self-directed support (SDS) to deliver better outcomes for disabled people and their families by identifying and embedding methods of practice to implement the new way of working across all of ACS, using staff skills and knowledge effectively.

Benefits

- Bromley clients benefit from self directed support and are able to remain independent for longer.
- Personal budgets, direct payments and person centred planning enable service users to exercise choice and control over their care, and to be creative with their package
- Bromley is developing services in line with the Personalisation and Transformation agendas, and Putting People First

Progress

New processes, policies, staff/user guidance, fact sheets etc. have been developed and implemented and the programme has also delivered a comprehensive training programme to all staff working in Care Services. These activities improved access and take up of personal budgets and direct payments; in July 2009 there were 333 people receiving a direct payment. In the year 2010/11 alone 1450 people were issued with a personal budget/direct payment, equating to 33% of eligible service users.

After assessment each individual is told how much money has been allocated to spend on their eligible care/support needs. People then have an opportunity to complete a support plan and to be guided through identifying goals they would like to achieve and how these will be met. The support plan identifies and incorporates other resources that are available to the service user e.g. friends, family, neighbours (social capital), that can be used to help people achieve their identified goals which are not eligible for social care funding. LBB has some good examples of support plans which demonstrate that by drawing on social capital to meet needs which are not eligible for social care funding, the allocation of social care funding can be reduced.

Self Directed Support which gives people more choice and control over how their needs are met, can present the individual and the allocated worker with greater risks to manage than traditional service provision. In recognising the need for people to be able to lead their lives the way they choose and their right to take risks, the SIB programme produced a policy and staff guidance around 'risk enablement'. This guides staff through how to support people to manage risks, how to get guidance from others to help manage the risk and details a decision making process which should be used if the risk remains unmanaged.

The SIB Programme ran a Dynamite Project giving 9 young people in transition from children to adult services an opportunity to experience using a direct payment over the Easter break. The project provided an excellent learning opportunity for both families and staff and will provide a base on which to build self-directed support into the transitions process.

The following outcomes were identified in the end of project report:

- Parents became fully involved & gained confidence working with Personal Budgets
- 75% went on to request DP's after the end of the project.
- 2 families realised that after residential college, their young people could live independently within the community rather than relying on residential care.

- Evidenced a gap in service provision especially PA's for young people.

The learning from this project will now be used to inform a strategy for self-directed support within transition.

The SIB programme supported the development of an Expert by Experience group to contribute to the implementation of Self-Directed Support in Bromley. They are fully committed to maintaining their role within Bromley and becoming a user led organisation (ULO). ULOs undertake a variety of roles including providing voice, support, services, training and advocacy for disabled people and carers.

The importance of ULO has been recognised in several key government policy documents. In particular, recognition has been given to their potential role to support people to make the most of Self-Directed Support and access personal budgets, thereby playing a central part of the implementation of a new approach to supporting independent living.¹ As such, recent government policy² calls for a ULO to be developed and supported in all localities.

Phase 3

As described in section 3 of this report, the focus for the SIB programme will be to ensure that new processes, policies and procedures are fully embedded and that the full benefits of SDS are realised.

2.3.2 Pre-paid Cards

Aim

Bromley clients have greater flexibility around how they purchase their services.

Benefits

- Clients can exercise greater choice and control
- The option of receiving a direct payment via a pre-paid card without needing to open a bank account will increase uptake of DPs

Progress

The pre-paid card is a tool that the SIB programme introduced to deliver better outcomes for users of direct payments. The pre-paid card will help to reduce the bureaucracy around managing the money and deliver a more cost effective support/monitoring service as it reduces some of the risks. The PPC will be available for service users in the next financial year.

Phase 3

It is anticipated that the card will be implemented and mainstreamed by summer 2011. Post implementation, the focus for the ongoing SIB programme will be to monitor the uptake of the card, address any emerging issues, and ensure that new practice is fully embedded.

¹http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_079734

² Department of Health (2007) *Putting People First*

2.4 Business Operating Model

Aim

To develop a single access strategy for managing customer contacts, and to re-design the first point of contact process for Adult Community Services.

Benefits

- Reduction of demand on care services as more enquiries are dealt with at the point of contact
- Better service is received by those requiring simple services such as basic equipment, as they will be offered at the point of contact
- Streamlined business processes

Progress

A process mapping exercise was carried out that supported all project managers to identify new ways of working practices and new business processes. The new processes will ensure services are delivered in the most efficient and effective way, reducing the number of unnecessary handovers and duplication of effort.

The SIB programme designed the Customer Journey for self-directed support in Bromley at the start of the programme, and the model was presented to the PDS Committee. The Customer Journey was used to design a new structure and operating model for Care Services which has been subject to staff consultation, and will be implemented from 1st April 2011.

The project, led by SIB to bring together Bromley Social Service Direct and Adult Care Services, has resulted in the development of a Contact and Assessment Service. The new Contact and Assessment Service, which is part of the new business operating model, will enhance the service LBB provides when people first make contact.

The SIB programme is currently developing a workforce strategy which will support the achievement of a skilled, capable and competent workforce to meet the challenges of putting people first across Bromley. Alongside the production of the workforce strategy, a range of training and development activities have been delivered to ensure staff have the right skills and knowledge to deliver services in a personalised way.

A financial sustainability model, designed and developed by the SIB programme, is now being used as a mainstream tool to help track expenditure, resources, and to assure the long term financial sustainability of social care in Bromley.

Phase 3

The Business Operating Model will be owned and managed by Care Services. The SIB programme function during phase 3 will be to support and embed new ways of working, including resolving issues as they arise.

3. PHASE 3: REALISING BENEFITS AND EMBEDDING NEW WAYS OF WORKING

- 3.1 A recent Programme Assurance report presented to DMT in February identified that significant progress had been made over the 2 years of the programme. However, it was acknowledged that there are a number of workstreams where progress is still being made and the full benefits have yet to be achieved. These include; personal budgets, community equipment and assistive technology, market development and IAG.
- 3.2 In these areas it was agreed that further focussed input is required to ensure that return on investments are realised, new work processes fully embedded, and maximum choice and control for residents is being delivered.
- 3.3 To ensure that the benefits are fully realised it is proposed that the Programme Manager continues in post until September 2011 with a clear remit of
- a) maximising the benefits through completion delivery of key projects and workstreams
 - b) supporting operational services and teams in embedding new ways of working within day to day business and
 - c) Ensuring that any continuing projects work is fully included within in other departmental and divisional business plans.
- 3.4 In the third phase, the emphasis will move from staff seconded into Project Management roles to one of the gradual shift towards 'lead practitioners' working within operational teams to support and encourage culture change and operational changes.

4. LEGAL IMPLICATIONS

Government circulate LAC(DH) (2009) has the effect of Mandatory Guidance and thus will need to be complied with to enable monies to be released contingent to section 31 of the Local Government Act 2003. The Social Care Reform Grant is a specific grant for a limited period of 3 years.

5. PERSONNEL IMPLICATIONS

In this third phase, the emphasis will move from staff seconded into Project Management roles to one of the gradual shift towards 'lead practitioners' working within operational teams to support and encourage culture change and operational changes. At the end of phase 3 Care Services will be in a position to determine whether continuing lead practitioner roles are of benefit and how these are incorporated into the core structure of Care Services. Staff and their representatives were consulted throughout on the changes. The revised Care Management and Assessment structure, which will support this new model, was agreed by the Executive Committee at its meeting on 8 December 2010.

6. FINANCIAL IMPLICATIONS

- 6.1 The 2010/11 budget assumed £1.561m grant funding for Social Care Reform. Commitments of £1.386m mean that £175,000 is available to carry forward into 2011/12 to support the Supporting Independence Programme.
- 6.2 Utilising the NHS Social Care Grant in 2010/11 to fund the development stages of the re-ablement service assumed to be around £265,000, means that there will now be £440,000 that can be carried forward into 2011/12, which will help ensure that benefits are realised and new ways of working are embedded in the department.

Non-Applicable Sections:	[List non-applicable sections here]
Background Documents: (Access via Contact Officer)	[Title of document and date]