

	<p align="center">London Borough of Hammersmith & Fulham</p> <p align="center">HEALTH, ADULT SOCIAL CARE AND SOCIAL INCLUSION POLICY AND ACCOUNTABILITY COMMITTEE</p> <p align="center">9 March 2015</p>
<p>TITLE OF REPORT Self-Directed Support Progress Update</p>	
<p>Report of the Executive Director, Adult Social Care and Health</p>	
<p>Open Report</p>	
<p>Classification - For Review & Comment</p> <p>Key Decision: No</p>	
<p>Wards Affected: All</p>	
<p>Accountable Executive Director: Liz Bruce</p>	
<p>Report Author: Toni Camp</p>	<p>Contact Details: Tel: 020 7361 2065 E-mail: toni.camp@rbkc.gov.uk</p>

1. EXECUTIVE SUMMARY

- 1.1 This report provides a progress update on Self-Directed Support (SDS), including the Personalisation project, through which an improved operating system for Direct Payments (DPs) is being developed across the three councils.

2. RECOMMENDATIONS

- 2.1. The Committee is asked to review and comment on the contents of the report.

3. INTRODUCTION AND BACKGROUND

- 3.1 The Committee has been receiving regular updates on SDS since January 2013, at which time the DP Support Service provided by Action on Disability (AoD - formerly HAFAD) was preparing to close, following a council procurement exercise in 2012.

- 3.2 This topic was last considered by the Select Committee in April 2014. The report presented to that meeting summarised the outcome of a review of

existing DP cases in Hammersmith and Fulham, undertaken during 2013/14 and explained that a major project was underway to develop an improved DP offer across the three councils. This would be based on an 'in-house' operating model, meaning that all aspects of the DP system would be run internally, by ASC staff.

- 3.3 The Committee noted this development and raised a number of questions and comments, focusing on the need for effective two-way communication with customers regarding the changes, the need for effective DP support arrangements, both currently and in the future, and the planned introduction of pre-loaded payment cards. An update report was added to the Committee's work programme.
- 3.4 Currently in H&F a total of around 370 customers are making use of a DP. While there is a steady, though small demand for new DPs to be set up, the overall number of cases has remained relatively static over the past two years. This is due to a similar number of payments being discontinued, for one reason or another.
- 3.5 DP uptake is expected to increase as result of the improvements described in this report – please see below for further details.

4. PROGRESS UPDATE

Pre-loaded payment cards

- 4.1 The introduction of a new pre-loaded payment card for DP users is central to our plans for an improved DP offer. Pre-loaded cards are already in use in RBKC and Westminster but the current product does not work well for customers and better alternatives are now on the market. The Council is in the process of procuring a new card for use across the three authorities. The card will initially be introduced on a pilot basis for six months and if successful, the expectation is for it to become the usual way of receiving a DP, bringing significant improvements in ease of use and more efficient administration of public funds.
- 4.2 The introduction of the new card is expected to increase DP take-up by up to 20%. The purpose of the six month pilot and evaluation period is to enable issues to be identified and hopefully addressed. It will also allow for negotiation with the card provider, if necessary, thereby ensuring the best possible product. Success criteria include:
- Improvement of Personal Budget (PB) processing time
 - Service User satisfaction with product, measured through personal outcomes evaluation
 - Successful reporting functionality to identify variance from expected spend
 - Improved financial control including ability to recover unspent funds.
 - Departmental satisfaction with online systems and service provided by card provider.

- 4.3 This workstream has been subject to some delays. Originally, it was planned to procure a suitable card from a national framework agreement being developed by the Government Procurement Service (GPS), which was expected to go live in late 2013. However the GPS did not stick to its original timescale; the date was pushed back several times and the framework is still not in place. By summer 2014 it was clear that a different approach would be needed locally and the Council decided to run its own tender which will deliver a card for use in the three local authority areas. We are aiming for a start date in April/ May, with wider roll-out of the card taking place during the second half of 2015/16, subject to the outcome of the pilot.
- 4.4 Throughout the six month pilot period, all new customers interested in a DP will be offered the card as the default option. No new DP bank accounts are to be set up during the pilot unless in exceptional circumstance. Current preloaded card holders will be strongly encouraged to trial the new card, but will not required to do so as part of the pilot. If the outcome is successful, the card will become the default option and a DP bank account would only be agreed with a manager's agreement.
- 4.5 This workstream is being overseen by a project board which ultimately reports to the Director of Finance for Adult Social Care. There is a customer reference group, convened by Healthwatch, which has met at several key points to feed in to the work, including comments on the service specification and the success criteria for the pilot. The group will continue to meet over the coming 12 months to inform the implementation phase of the project, so helping to ensure a strong customer voice in the piloting and roll-out of the new card.

Towards a single operating system for DPs

- 4.6 A second major workstream is aimed at replacing the three separate (and significantly different) DP operating systems in place until now with a single one. This change is linked to the introduction of the new pre-loaded card and will have similar benefits in terms of an improved customer experience, better management of risk and more efficient administration of the money, with the potential for financial savings.
- 4.7 Given the different starting points in the three boroughs and wider changes that will affect the way ASC operates as a result of the Customer Journey project, the move to a single operating system is happening incrementally. The stage now reached is described in paragraphs 4.8- 4.11 below.

DP Support

- 4.8 An in-house DP support function for H&F has been in place since April 2013. From April 2015, a single team of five staff will provide DP support for all three boroughs, with their main focus on supporting the work of mainstream staff, rather than working directly with customers. This is based on the assumption that all social workers will understand DPs well

enough to provide high quality basic advice and information to customers, throughout the process of considering and taking up a DP and subsequently to check on their support arrangements at review. The five DP support staff provide expert back-up with an emphasis on continuing to up-skill mainstream staff, intervening directly where the issues are particularly complex. Other key functions of the team are as follows:

- Helping to up-skill staff in this area, not taking responsibility away.
- Working to improve support planning skills by demonstrating best practice and the benefits of this.
- Developing and embedding tools to assist staff in setting up and reviewing DPs
- Providing specific advice, guidance and training around employing Personal Assistants through DPs.
- Co-ordinating the ongoing programme of DP reviews in each borough, ensuring all cases are reviewed on schedule with appropriate input from Finance and care management.
- Providing assistance with reviews involving employment issues / other complexity or where appropriate undertake reviews directly.
- Development work to establish effective micro-commissioning for DPs. This will include: - mapping the current care market across Tri-Borough; mapping voluntary sector and universal resources; bringing customers together to pool budgets; negotiation with providers to meet customer needs or reduce prices.
- Supporting the implementation of the pre-loaded cards pilot (more work needed in H&F as cards not currently in use).

4.9 The DP support arrangements described above have so far been agreed on an interim basis, to 31 March 2016, to allow for wider changes arising from the Customer Journey project which will begin to take shape over the coming months. While the DP support functions outlined in paragraphs 4.8 will still be required, DP support arrangements going forward from April 2016 will be determined as an integral part of the Customer Journey redesign, rather than being considered in isolation.

Single DP finance team

4.10 In parallel to the single DP support team, a new DP finance team is being established, bringing together a number of existing posts based in the three finance teams under a single manager. The new team will be responsible for all aspects of DP administration, based on the new pre-loaded cards when introduced and a shared operational policy across the three councils. In the meantime existing manual systems will remain in place.

4.11 The reorganisation will be achieved without any loss of posts and is currently out for consultation with staff and trade unions. Subject to the outcome, implementation will commence from late April/early May.

Managed DP service

- 4.12 The other key development which has taken place over the past year and is now almost complete is the expansion of the current 'Managed DP service hosted by the RBKC ASC Finance Team, to cater to customers in LBHF. This service manages DP funding on customers' behalf, holding the money in an individual account, processing all relevant payments and providing the customer with regular statements. Where possible a Managed DP is seen as temporary option rather than long term, with customers being supported to move to self-management or management by a relative.
- 4.13 The in-house Managed DP has been running successfully for nearly four years and has proved both cheaper than externally provided options and more effective, in that finance officers work in close liaison with assessment and care management staff, ensuring that any warning signs such as build-up or misuse of DP funds are picked up without delay. The extension of this offer to H&F customers provides a much-needed new option for those who would struggle with money management or be placed at risk if left with this responsibility.
- 4.14 Following the planned introduction of preloaded cards, it is expected that the need for this option will reduce, as the card will make it viable for many more people to self-manage their DP, as well as reducing the risks associated with this option currently. Nevertheless the Managed DP option will still play an important role in facilitating DP use for a small proportion of customers.

Single DP Policy and legal agreement

- 4.15 There is a single DP policy in place across the three councils and linked to this a common DP agreement, setting out the roles and responsibilities of both parties (ie the customer and the council). Both have been in operation for just over 12 months and will be reviewed early in the new financial year with input from staff and customers. A 'user-friendly' version of the DP policy is overdue and will be produced in the next few months in collaboration with the customer reference group. Staff training on the new policy and agreement is being provided on a rolling basis.

Embedding personalisation

- 4.16 As earlier reports have emphasised, personalisation is a broad and inclusive concept, applicable to all ASC customers. It's about providing support tailored around the individual and the way they want to live their life - the opposite of a 'one size fits all' approach.
- 4.17 A personalised way of working needs to be the norm in adult social care, regardless of whether someone chooses to design and set up their own support arrangements, using a DP, or prefers the council to arrange support on their behalf. Embedding a personalised ethos throughout our

assessment and care management service is a long term task which has been underway for some years but requires ongoing attention. Recent discussions with frontline staff have highlighted the need to reinvigorate the values of choice and control and this will be a key focus for training over the coming year. In addition we will provide ongoing training around the use DPs, including updates on the improvements to our DP offer as these take shape. Parallel communication will also take place in relation to customers and the wider public to increase awareness of DPs and how to access them,.

- 4.18 While recognising that DPs are not the right solution for everyone, it is clear that local uptake is still relatively low. Given the potential benefits of DP use, it is planned to identify a number of practitioners, including a practitioner lead, to champion these changes in culture and practice, as well as continuing to embed personalisation in its wider sense.

5. CONSULTATION

- 5.1 Council officers have continued to be in regular liaison with AoD. A specific development has been that AoD have received funding to pilot a peer support project, building on the existing peer support group that had been running for a number of years. As well as offering continuity for customers during a period of significant change and uncertainty, there was evidence that such a service, run by a user-led organisation, could work in a way that adds value to the overall operating model for DPs. The project has been funded to April 2016 and is exploring various ways of supporting and empowering DP users through peer-to-peer contact, information exchange and opportunities to join up.
- 5.1 As noted above there is a customer reference group attached to the pre-loaded cards project. This group has had direct input into shaping how the cards will operate and will continue to do so over the coming year. The group has also discussed some wider issues of personalisation and received a briefing on the Customer Journey project, with the invitation to comment on service design proposals as these emerge over the coming months. In addition the group will be involved in the forthcoming review of the new DP policy and agreement.
- 5.2 To follow-up on a number of points raised at the last discussion on SDS, at the Committee meeting in April 2014, council officers attended a meeting of the AoD peer support group in June 2014. Group members had prepared a list of questions for officers at an earlier meeting so the agenda was focused around these. Questions focused on:
- A lack of clarity around DP support arrangements and the need for better communication about the service available.
 - DP take-up, the new policy and specific areas of this.
 - The availability and quality of support plans and the frequency of care management reviews for DP users.

Notes were written up by AoD and circulated to all those who had helped draft the questions as well to everyone else on their mailing list (a total of over 400 individuals).

6. EQUALITY IMPLICATIONS – N/A

7. LEGAL IMPLICATIONS – N/A

8. FINANCIAL AND RESOURCES IMPLICATIONS

8.1 The cost of the in-house DP support for H&F customers in 201/16, described in para 4.8, will be approximately £75,000. This will be met through the existing funding allocation.

8.2 The creation of a single DP finance team across the three boroughs will be achieved by reorganising existing staff with a nil cost implication.

9. RISK MANAGEMENT

9.1. There are some risks associated with DP use if customers do not have access to appropriate advice and support or if reviews are carried out without the necessary expertise to check on employment arrangements. These risks are effectively mitigated by the DP support arrangements described in this report. Similarly the financial risks posed to the councils as a result of DP use will be mitigated by tighter administration through the new shared DP finance team, with the new pre-loaded cards making a major impact from the second half of 2015/16 onwards (subject to successful piloting).

10. PROCUREMENT ISSUES – N/A

11. CONCLUSION

11.1 Good progress is being made in developing an improved DP offer across the three councils. The piloting of the new pre-loaded payment card has been delayed but this will now go ahead very shortly and is expected to bring substantial benefits, including increase uptake of DPs. Meanwhile the initiatives to promote culture change within our operational teams, embedding personalisation as an ethos which underpins our service offer as a whole, will bring benefits to all ASC customers.

LOCAL GOVERNMENT ACT 2000
LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
	None		