



Putting People First in London
“What Good looks like”

February 2010

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Description	The purpose of this document is to give the reader a strategic overview of the transformation programme for social care in London and explain what a transformed service will look like and deliver. It presents a "whole systems" perspective on the breadth of change required to deliver the values and objectives of Putting People First within a transformed system of care and supports what is affordable and sustainable in the longer term.
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Introduction: Putting People First in London – What Good Looks Like

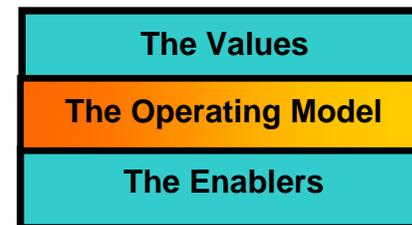
Introduction

The purpose of this document is to give the reader a strategic overview of the transformation programme for social care in London and explain what a transformed service will look like & deliver. It presents a “whole systems” perspective on the breadth of change required to deliver the values and objectives of Putting People First within a transformed system of care and support that is affordable and sustainable in the longer term. Based on nine core components the document provides examples and principles of “what good looks like”, highlights the use of the London JIP programme resources and details actions individual Councils should be taking in support of a transformed care system. The document incorporates the PPF Milestones signed off in September 2009 by ADASS, the LGA, and DH.

Overview

The diagrams on (pages 3 and 4) provide an overview of the document as a whole and the high level goals we are striving to deliver. The model presents three distinct elements, the Values, the Operating Model and the Enablers.

To shape and direct the work needed to deliver transformation we have divided the **Operating Model** and the **Enablers** into 9 development areas.



The Operating Model

The first four development areas cover the components of the new operating model for social care

1. Universal advice and information
2. Targeted preventative services
3. Self directed support & personal budgets
4. Support planning, purchasing and managing care

The Development Areas – The Enablers

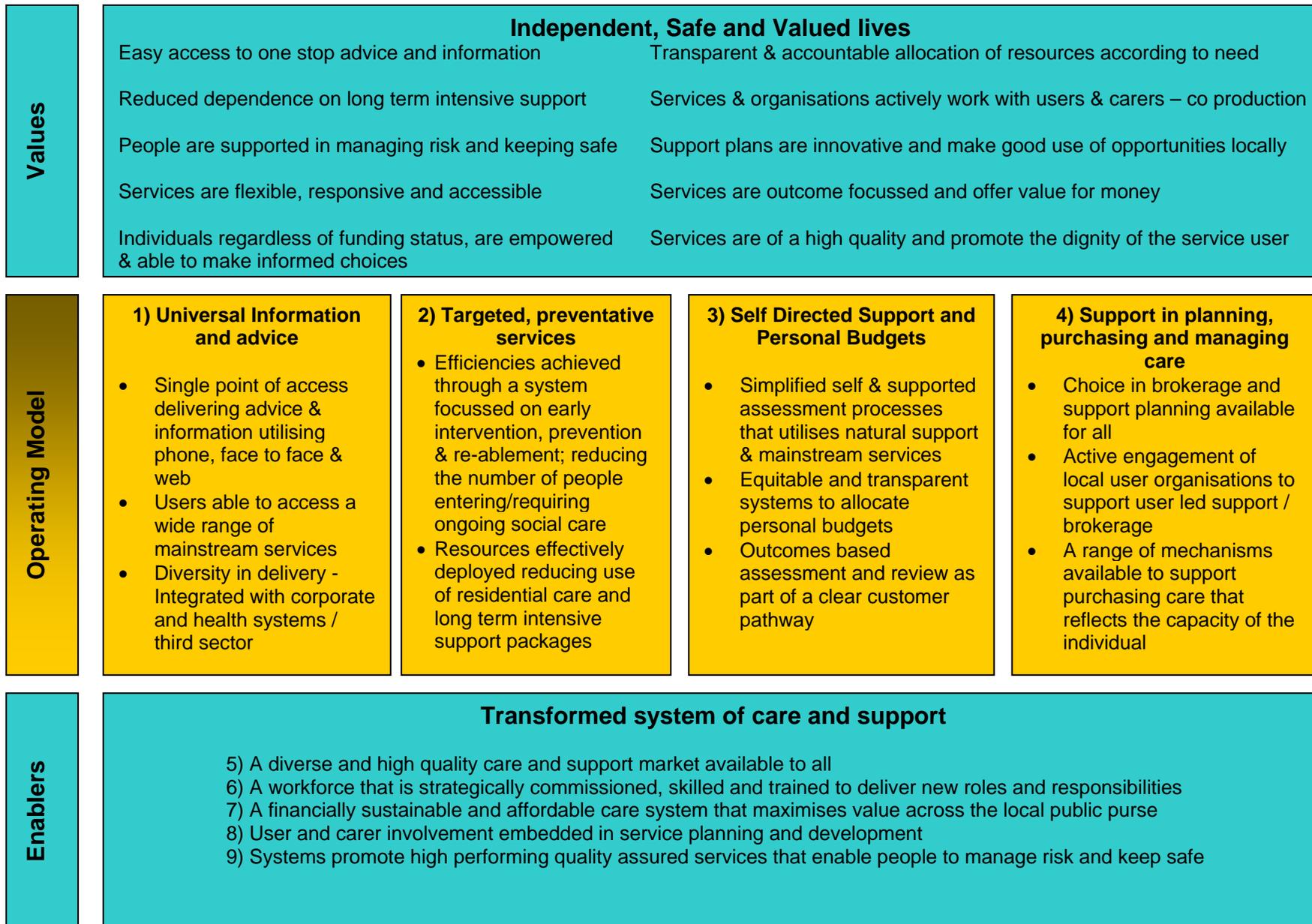
The document then goes on to detail the five cross cutting development areas that will enable and support the new operating model and deliver a transformed system of care and support

5. A diverse and high quality care and support market available to all
6. A workforce that is strategically commissioned, skilled and trained to deliver new roles and responsibilities
7. A financially sustainable and affordable care system that maximises value across the local public purse
8. User and carer involvement embedded in service planning and development
9. Systems promote high performing quality assured services that enable people to manage risk and keep safe

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The Operating Model - Overview



The Operating Model – 1) Universal Information & Advice

Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP	Local authority
<p>1) Universal Information and advice</p> <p><i>Milestones - Apr 10 That every council has a strategy in place to create universal information and advice services.</i></p> <p><i>Oct 10 - The council has put in place arrangements for universal access to information and advice.</i></p> <p><i>Apr 11 - That the public are informed about where they can go to get the best information and advice about their care and support needs.</i></p>	<p>Information and signposting provided via web, phone, face to face services, integrated with corporate single view of the customer</p> <p>Initial screening completed at first point of contact, direct referral into enablement, and immediate access to simple services</p> <p>Effective knowledge management structure in place to support effective signposting to universal services.</p> <p>All parts of the Local Strategic Partnership (LSP) are engaged and the benefits that social care can bring to health and wellbeing recognised</p> <p>Part of wider local public service information strategy. Interlinked with corporate, housing and health systems / third sector Good links and access to mainstream services</p> <p>Services & support accessible to the whole community regardless of eligibility for social care support.</p> <p>Support delivered by a skilled workforce in conjunction with 3rd sector providers</p>	<p>Established – Information and advice team open to all residents – single contact number eg Islington</p> <p>Independent of Council, person to person advice Counsel and Care – Westminster</p> <p>Interlinked with other public services - Idea stores in Tower Hamlets</p> <p>Development of service catalogues – Shop for Support eg Harrow</p> <p>Outreach service providing benefits and advice – TOPAS- Lambeth</p>	<p>Support boroughs to effectively and consistently map & deliver local provision of universal services, utilising LSP's</p> <p>Support boroughs in development and implementation of technology solutions to make information easily accessed by the community.</p> <p>Engage key regional partners to support investment into development of the universal offer across London.</p> <p>Stimulate the use of leisure and cultural activities to meet the needs of social care.</p> <p>Support boroughs in the organisational redesign & change management required to create an effective single point of access</p>	<p>Clear business for the customer journey and access to front end across LA.</p> <p>Audit of information and advice in partnership with other local public sector organisations</p> <p>Advice and information strategy developed / commissioning decisions to deliver advice and information strategy follows a needs assessment and gap analysis.</p> <p>Review 3rd existing sector funding. Commission 3rd sector providers on basis of delivering specific aspects of the universal offer</p> <p>Work with partners to ensure that social care preventative strategy is meshed with other preventative services</p>

The Operating Model - 2) Targeted Preventative Services

Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP	Local authority
<p>2) Targeted, preventative services <i>Milestone - Apr 10</i> That every council has a clear strategy, jointly with health, for how it will shift some investment from reactive provision towards preventative and enabling/ rehabilitative interventions for 2010/11. Agreements should be in place with health to share the risks and benefits to the 'whole system'. <i>Oct 10 -</i> That processes are in place to monitor across the whole system the impact of this shift in investment towards preventative and enabling services. This will enable efficiency gains to be captured and factored into joint investment planning, especially with health.</p> <p><i>Apr 11 -</i> That there is evidence that cashable savings have been released as a result of the preventative strategies and that overall social care has delivered a minimum of 3% cashable savings.</p> <p>There should also be evidence that joint planning has been able to apportion costs and benefits across the 'whole system'.</p>	<p>Prevention is central to wider health and wellbeing strategies and joint operational and financial planning drives a shift in resources to community provision</p> <p>Prevention & early intervention strategies engaging health partners are in place</p> <p>No delays in clients exiting from targeted prevention services into long term support - including advice & signposting for self funders</p> <p>A reduction in dependency on residential care for all client groups</p> <p>Targeted services developed to support priorities identified in LAA's</p> <p>The benefits of prevention are clearly articulated and drive delivery in partnership with local health and housing, recreation and leisure services</p> <p>Savings plan established detailing how 3% per annum efficiency savings target will be met.</p>	<p>Re-ablement in place for six weeks as gateway to FACS services Hackney</p> <p>Retail model in place for community equipment (TCES) early adopters include Southwark, Harrow, Camden, Barking & Dagenham & Havering</p> <p>Assistive technology promoted as default option for all prior to receiving FACS based services (Kent)</p> <p>Falls programme strategies (Birmingham scheme to target and prevent first fall, Camden)</p> <p>Prevention is a key element of individual health plans</p>	<p>Support programme in place to enable boroughs to improve the benefit from implementation of Homecare Re-ablement</p> <p>London Regional roll out of retail model for community equipment</p> <p>Support programme to improve take up and benefit from effective Telecare implementation</p> <p>Evaluation of John Bolton's Use of Resources data to shape & provide targeted support to London Boroughs to unlock capacity & resources in the current system</p> <p>Support pilot projects to improve regional understanding of primary prevention activity focusing on key triggers for entry into residential care.</p>	<p>Use JSNA to map existing provision and potential demand for prevention. Identify target users</p> <p>Closely monitor take up of services and impact on demand for more intensive services</p> <p>Ensure charging and contribution regime supports and not inhibit access to preventative support</p> <p>Work with partners to ensure that social care preventative strategy is meshed with other local preventative services (health care - LTC, SP, 3rd sector) - NN</p> <p>Evidence based monitoring and evaluation to demonstrate benefits across the system</p>

The Operating Model - 3) Self Directed Support & Personal Budgets

Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP	Local authority
<p>3) Self Directed Support and Personal Budgets</p> <p><i>Milestone – Apr 10 - That every council has introduced personal budgets, which are being used by existing or new service users/ carers.</i></p> <p><i>Oct 10 - That all new service users / carers (with assessed need for ongoing support) are offered a personal budget.</i></p> <p><i>That all service users whose care plans are subject to review are offered a personal budget. **</i></p> <p><i>Apr 11 - That at least 30% of eligible service users/carers have a personal budget.</i></p>	<p>Everyone who is eligible for Council supported social care has access to a personal budget</p> <p>There is a clear customer pathway supported by knowledgeable and appropriately skilled staff across all client groups</p> <p>There is a simplified assessment led by the person in partnership with the professional that focuses on outcomes</p> <p>The person has a strong indication at an early stage (before support planning) of the amount of money available to them</p> <p>Support plans make the most of existing support networks and mainstream services</p> <p>There is a process for checking whether the outcomes agreed in the support plan are being achieved</p> <p>Local resource allocation systems are financially sustainable</p>	<p>Harrow contracted with Shop 4 Support to provide a localised web portal</p> <p>Redbridge SDS user group of LD users. Redirection of resources from day centres, replaced by individual broker led support plan</p> <p>Barking and Dagenham, users living in supported housing enabled to pool care budgets</p> <p>Islington and Haringey, PBs budgets used to purchase membership of leisure and recreation facilities</p> <p>Shared learning from Richmond and Wandsworth resulting from their participation in the National Common RAS project</p>	<p>Provide support to councils across London in developing an affordable & sustainable Resource Allocation Systems (RAS) and delivering minimum consistent performance</p> <p>Develop regional understanding of Legal issues and contributions / charging in relation to personalisation</p> <p>Support to drive up performance in relation to NI 130</p> <p>Lead in partnership with CSL and voluntary sector a programme of targeted activity to raise awareness of personalisation and personal budgets across the Mental Health</p> <p>Identify, develop and promote approaches to outcome based assessment / commissioning / review</p>	<p>Redesigned assessment and review processes to deliver a streamlined customer pathway that interfaces with:</p> <ul style="list-style-type: none"> • Information and advice • Re-ablement and preventative services • user-led support, advocacy and brokerage <p>Councils have produced trajectories for NI 130 to meet Milestone targets</p> <p>Councils have ensured that charging / contribution policies are fit for purpose and support SDS</p> <p>Councils conduct equalities impact assessment of SDS / RAS and ensure that issues of equity and equality are assessed and action agreed</p> <p>Effective joint working with children services to ensure transition to adulthood follows a lifetime approach</p>

The Operating Model – 4) Support in planning purchasing & managing care

Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP	Local authority
<p>4) Support in planning, purchasing and managing care</p> <p><i>For Milestones - See SDS and Personal Budgets above</i></p>	<p>There is advice and support available to help people (irrespective of their means or care status) to develop plans that will achieve their desired outcomes</p> <p>The person (as far as capacity allows) decides how any council funding should be managed and how best to spend it to meet their needs and achieve their agreed outcomes</p> <p>People are not constrained by the menu of services currently offered</p> <p>Support planning, advice and brokerage is available through a range of mechanisms</p> <p>User lead organisations are engaged to develop support planning and brokerage services</p>	<p>Richmond - RUILS brokerage service provides a wide range of advice and services to assist support planning, brokerage, use of direct payments and employment of carers</p> <p>Engaging voluntary sector to deliver services eg: Age Concern Bromley Brokerage service for self funding older people</p> <p>Westminster Disability (WAND) establishing ULO model of peer led brokerage</p> <p>Barking and Dagenham recruited Brokers and based them within the local Centre for Independent Living enabling users to have a choice of support from a Care Manager, a Broker within the CIL, and the support to develop their own plan</p>	<p>Support the development of standards and competencies in relation to brokers and support planners, defining the elements of both roles</p> <p>To identify and disseminate best practice in the third sector to support the commissioning of innovative models of support planning / brokerage</p> <p>Support boroughs to develop a range of models for delivery of brokerage support including user lead brokerage in each sub region</p> <p><i>Note: activity under section 1 of this document also supports progress in this area</i></p>	<p>Support planning and brokerage integrated into customer journey and operating model</p> <p>Active engagement with local user organisations and voluntary sector to support user led support / brokerage – capacity building where necessary</p> <p>Option appraisal of models for the provision of user led support planning and brokerage undertaken and built into commissioning strategies</p> <p>Councils have clear strategies for introducing individualised arrangements based on the capacity of individuals and the outcomes they are seeking</p>

The Enablers - Overview

This section provides the detail behind points 5 to 9 which form the Enablers.

Enablers

Transformed system of care and support

- 5) A diverse and high quality care and support market available to all
- 6) A workforce that is strategically commissioned, skilled and trained to deliver new roles and responsibilities
- 7) A financially sustainable and affordable care system that maximises value across the local public purse
- 8) User and carer involvement embedded in service planning and development
- 9) Systems promote high performing quality assured services that enable people to manage risk and keep safe

The Enablers - 5) A diverse & high quality care and support market for all

Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP	Local authority
<p>5) A diverse and high quality care and support market available to all</p> <p><i>April 10</i> <i>These commissioning strategies take account of the priorities identified through their Joint Strategic Needs Assessments (JSNAs.)</i></p> <p><i>Oct 10</i></p> <ul style="list-style-type: none"> - <i>That providers and third sector organisations are clear how they can respond to the needs of people using personal budgets.</i> - <i>An increase in the range of service choice is evident.</i> - <i>That councils have clear plans regarding the required balance of investment to deliver the transformation agenda.</i> <p><i>Apr 11</i></p> <ul style="list-style-type: none"> - <i>That stakeholders are clear on the impact that purchasing by individuals, both publicly (personal budgets) and privately funded, will have on the procurement of councils and PCTs in such a way that will guarantee the right kind of supply of services to meet local care and support needs.</i> 	<p>Commissioning strategies are informed by JSNA and reflect the needs of the whole population</p> <p>Commissioning strategies that will deliver choice and individual control across the whole social care system (statutory and independent sector) and reflect opportunities from mainstream services</p> <p>A flexible market able to respond quickly to peoples choices</p> <p>Councils are established as commissioner/enabler of services as opposed to provider</p> <p>Feedback from peoples, preferences, choices and purchasing decisions are systematically incorporated into the commissioning cycle to inform market development</p> <p>Joint commissioning & early intervention strategies promote prevention, and reduce dependency on residential & nursing care</p> <p>Market development strategy in place to create the conditions for transformation</p>	<p>Slivers of Time - project involving Harrow, Brent Hammersmith and Fulham, Hounslow, have collaborated to establish proof of concept. Slivers of Time enables individuals requiring and offering services to be matched over the internet</p> <p>South West sub region (Merton, Kingston, Croydon .Sutton, Richmond) needs and capacity mapping project. Project analyses current service provision and likely changes in demand following roll out of SDS</p>	<p>Support boroughs to develop clear commissioning approach with all providers (private, in house, voluntary sector)</p> <p>Support boroughs in mapping needs and capacity within localities</p> <p>Understand service gaps in localities and support boroughs in implementing commissioning strategies to meet future needs</p> <p>Understand developments in online market places in relation to personalisation and share results from regional and national evaluation of practice</p> <p>Stimulate innovation & service transformation with providers through regional & national engagement eg.</p> <ul style="list-style-type: none"> • Establishing personal assistant accreditation mechanism in London • Supporting cross borough procurement of pre-pay cards 	<p>Councils have modelled and understand the impact of self-directed support on:</p> <ul style="list-style-type: none"> • changes in demand for existing services • assessment and review processes <p>Councils have a clear vision regarding balance between Council and user lead purchasing of care</p> <p>Councils develop strategies to support and enable change in the care and support system so that it becomes more responsive to the choices that people make about their support</p> <p>Market development strategies have users / carers / providers involved in co-production of strategies, priorities and outcome management processes</p>

The Enablers - 6) A workforce that is strategically commissioned

Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP	Local authority
<p>6) A workforce that is strategically commissioned, skilled and trained to deliver new roles and responsibilities</p>	<p>The leadership of local employers are supported in workforce planning whether in the public, private, or third sectors</p> <p>Recruitment, retention and career pathways to provide the many talents the workforce needs are promoted through planning, sharing what works and engagement in sub-regional groups</p> <p>Evidence based workforce remodelling and commissioning is developed to achieve service transformation</p> <p>Workforce development, so we have the right people with the right skills, is planned through partnerships at borough, sub-regional and regional level to make best uses of all resources</p> <p>Joint and integrated working between social, health care and other sectors is seen as the way to deliver the PPF workforce strategy in London</p> <p>Workforce regulation is seen as a key tool for quality in services as well as public assurance</p>	<p>In Laws pilots in Haringey and Lambeth developing integrated models of workforce commissioning across ASC in the boroughs.</p> <p>Barking and Dagenham Apprenticeship pilot. takes young people not in education employment or training and is achieving 80% retention rate with LA and P&V placements.</p> <p>5 Sub-regional partnerships established by Skills for Care to deliver workforce development to all social care workers.</p> <p>Commissioning master classes bringing together local authority commissioning staff and care providers to develop commissioning skills.</p> <p>New qualifications developed for the sector to reflect new roles.</p>	<p>Facilitate provision of learning to independent & statutory sector to enable culture change needed to deliver personalisation</p> <p>Create leadership development opportunities for independent & 3rd sector to enable innovation / change.</p> <p>Encourage the development of new ways of working based on the pilot work undertaken by Skills for Care to facilitate a regional approach to training and engagement</p> <p>Supporting Councils to develop partnerships for the delivery of transformation through skills development of providers & ULOs</p> <p>Gain understanding of requirements for new types of worker & provide regional support to training and engagement. Inform employers about the new qualifications framework</p> <p>Create learning opportunities for commissioners, providers and operational staff to improve commissioning across the system and develop a partnership approach to transforming services</p> <p>Support implementation of Social Work taskforce report in London.</p>	<p>All statutory and Independent sector providers are engaged in the development, implementation and communication of Transformation plans locally</p> <p>Councils integrated workforce strategies are co-produced involving users, carers and providers</p> <p>Councils Integrated workforce strategies are informed by mapping and analysing the profile of the workforce in their locality (in line with the National Minimum Data Set) & obtaining the views of stakeholders on the strengths gaps/needs and priorities for improvements</p> <p>Councils are engaged with Skills for Care regional and sub regional networks to link effectively with national and regional initiatives</p>

The Enablers - 7) A financially sustainable and affordable care system

Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP (working with Efficiency workstream)	Local authority
<p>7) A financially sustainable and affordable care system that maximises value across the local public purse</p>	<p>Working in partnership with PCTs to share investment and improve outcomes for end users with benefits & risks shared</p> <p>Councils are organised to deliver transformed services</p> <p>Investment in prevention services has clear outcomes and performance is monitored</p> <p>There is a system in place to track the use of resources and impact on future projections of need</p> <p>LSP makes best use of all available market resources across the locality</p> <p>2010/11 TASC grant is utilised to enable early implementation of the universal offer / targeted support / Self Directed Support business model</p>	<p>Engagement by Croydon Lewisham and Barnet in Total Place activity will highlight how at a local level resources can be maximised across sectors</p> <p>Kensington and Chelsea are developing their financial sustainability model with consultants CPC through scenario planning they aim to produce an operating model to enable SDS to be implemented on a financially sustainable basis</p> <p>John Bolton's Use of Resources research & analysis & using the outcome of POPPS pilots</p> <p>Hillingdon new Resource Allocation System (RAS) and Self Assessment Questionnaire (SAQ) project aims to ensure equity for existing users and sustainability for new users</p>	<p>Regional support to the implementation of a new operating model to deliver PPF</p> <p>Support local partnership working especially with Health Partners to communicate impact/outcomes and share lessons learnt</p> <p>Develop regional understanding of the key components of financial sustainability in a transformed model of delivery</p> <p>Understand and communicate the outcomes of key primary prevention actions (see Section 2)</p>	<p>Commissioning and service plans predicated on need to invest in preventative intervention</p> <p>3 year plan in place to manage the balancing of local health and social care economy</p> <p>The impact of SDS and RAS across adult client groups is factored into medium term financial plans</p> <p>RAS incorporates transparent facility to deflate and inflate rates</p> <p>Dual running costs associated with in house and block contracts anticipated and planned for</p> <p>In house services provided with business support to model future demand and market services, HR and estate changes factored into business planning process.</p>

The Enablers – 8) User and carer involvement

Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP	Local authority
<p>8) User and carer engagement embedded in service planning and development. Users aware of the benefits of SDS</p> <p>That a communication has been made to the public including all current service users, and to all local stakeholders about the transformation agenda and its benefits for them That the move to personal budgets is well understood and that local service users are contributing to the development of local practice</p> <p>By Dec 09</p> <p>That every council has a process in place, which has user and carer representations, where contributing to the local delivery of transformation is a main part of their work by April 10</p> <p>That local service users understand the changes to personal budgets and that many are contributing to the development of local practice</p> <p>Oct 10</p> <p>That every council has at least one user-led organisation who are directly contributing to the transformation to personal budgets</p> <p>by December 10</p>	<p>User engagement and participation is enabled through targeted investment</p> <p>Users & carers are supported to enable them to engage effectively</p> <p>Models of user engagement are responsive to the needs of the whole community</p>	<p>User led direct payment services – Camden</p> <p>Commissioning model of supporting encouraging ULOs /CiLs – Redbridge</p> <p>Chief Executive of Carers Centre is a member of Transformation Board – Sutton</p> <p>Citizen Leads and champions programme – Islington</p> <p>Workshops to disseminate information to users – Havering and Ealing</p>	<p>Leverage maximum income from national funding streams to develop ULO capacity in London</p> <p>Improve communication to users & carers re PPF agenda & opportunities for user engagement</p> <p>Map progress in London in establishing effective ULO's</p> <p>Stimulate engagement by users in carers in implementing PPF</p>	<p>Communication strategy in place to share information on SDS and transformation across a wide range of stakeholders</p> <p>Specific resources allocated from TASC grant to support the development of local user led organisations</p> <p>LAs must have transparent processes in place for agreeing key parts of the business model</p> <p>ULO's and user engagement are linked to wider citizenship strategy and existing user engagement eg LINKs</p> <p>Transformation business models maximise local opportunities user led advice support planning and brokerage</p>

The Enablers – 9) Systems promote high performing services that keep people safe

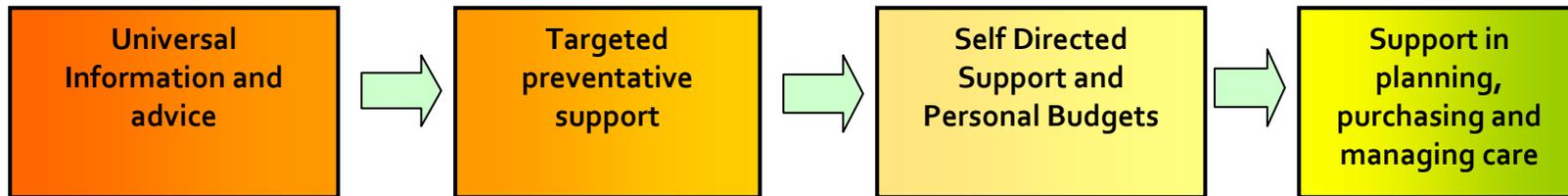
Development Area and PPF Milestone	What does good look like?		Proposed Action	
	Principles	Examples	JIP(working with Safeguarding workstream)	Local authority
9) Systems promote high performing quality assured services that enable people to manage risk and keep safe	<p>Risk enablement approach deployed to empower users to maximise independence, choice and control</p> <p>Clients/service users are treated with dignity & respect</p> <p>Culture enables individuals ability/ right to self direct care</p> <p>Provides effective support to vulnerable individuals & groups</p> <p>Safeguarding practice & procedures integrated into the new operating model</p> <p>Support and safeguarding plans incorporate requirements of MCA & DOLS</p> <p>Working towards a consistent and transparent safeguarding response across London</p> <p>Policies aimed at protecting and supporting vulnerable members of the community are effectively integrated into current practice</p>	<p>MCA Policy guidance document for enabling safer choice and control “Balancing Choice and Risk”, Barnet</p> <p>Effective communication developed a set of standard letters produced to send to relevant individuals with statutory Deprivation of Liberty Safeguards documentation to explain the process and make it more understandable Greenwich</p> <p>Clear policy guidelines Clinical management guideline on restraint “Restraint of adult patient” – Whittington Hospital</p>	<p>Development and implementation of agreed regional safeguarding procedures</p> <p>Support LA’s to embed Dignity standards in practice</p> <p>Regional support to interpreting MCA & DOLS requirements in practice</p> <p>Existing pan London networks used to share good practice and learning re interpretation and implementation of key policies into practice eg Dignity</p>	<p>Transformation programmes address MCA and safeguarding issues at an early stage</p> <p>Ensure Adult Safeguarding Boards have broad representation involving all sectors and housing</p> <p>Providing knowledge and skills in MCA/DoLS for adult social care staff</p> <p>Ensure MCA core training is consistent with safeguarding training</p> <p>Adoption of pan-London safeguarding procedures</p>

Values

The Values which underpin the delivery of transformation

Values	Independent, Safe and Valued lives	
	Easy access to one stop advice and information	Transparent & accountable allocation of resources according to need
	Reduced dependence on long term intensive support	Services & organisations actively work with users & carers – co production
	People are supported in managing risk and keeping safe	Support plans are innovative and make good use of opportunities locally
	Services are flexible, responsive and accessible	Services are outcome focussed and offer value for money
	Individuals regardless of funding status, are empowered & able to make informed choices	Services are of a high quality and promote the dignity of the service user

Independent, Safe and Valued lives



Transformed System of Care and Support