

# Individual Budgets - moving from pilot to mainstream

## The challenge

Individual Budgets (IBs) are designed to bring about independence and choice for people receiving care or support, combining resources from different funding streams into a single sum which can be spent according to the needs and preferences of that person. IBs form part of a wider agenda for change in social care which is seeing a shift away from traditional, centralised methods of service delivery to more bespoke, self directed support organised around people's own homes and individual requirements, including services outside the range traditionally offered by social care.

As one of the 13 local authorities chosen to pilot Individual Budgets, how has Oldham Council developed the new processes necessary to implement them as a mainstream system and what role has telecare played?

## Case study highlights

- **Leader** - Oldham achieved a 3 star rating\* for Social Care and Housing in 2008 and continues to lead in the provision of care services tailored to the needs of the individual
- **Scale** - 4500 clients receive a service with telecare/assistive technology (@ March 09)
- **Prevention** - Individual Budgets (IB) and telecare greatly aids Oldham's prevention agenda
- **Advice** - CIL (Centre for Independent Living) is the hub of information for people - several rooms kitted out with telecare so people can see how unobtrusive they are
- **Knowledge** - staff trained to be "trusted assessors" for telecare
- **Telecare ethics** - scrutiny committee met with the team and looked at the whole decision making process for telecare
- **Universal access** - online shopping catalogue planned - to enable users to view comprehensive information on all services including telecare via the web

\*Audit Commission's Comprehensive Performance Assessment (CPA)



All the reassurance you need

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# The process

Oldham Council was very keen to be part of the IB pilot programme as they saw it as a way of moving away from the restrictions of the eligibility criteria, towards a mechanism of allocating support whilst looking at innovative ways of using the budget.

They knew they needed to undertake a holistic review of the way social care was currently being delivered, including

acknowledging feedback from staff and service users which identified areas which could be improved within the care management process. The council needed to define what services were going to be delivered and where, and how the IB agenda fitted with this. The model adopted, in its simplest form, can be viewed as a 'commissioning sandwich'.

## The commissioning sandwich

Top Level	High level support for service users managing complex conditions (often in conjunction with the PCT)
Middle Level	Service users agree a support plan under IB and purchase their own support, with Oldham Council ensuring the services were available
Lower Level	Focused on the prevention agenda, maintaining well-being and independence and avoiding crisis for service users through a basic helpline system

## Handling change

Any change of this nature causes resistance even when the aims are well understood. The new approach necessitated a wide ranging, intensive and ongoing communication programme, and the implementation team delivered presentations, workshops and surgeries to all stakeholders. A community practice group continues to meet regularly to share good practice and continuously improve the service.

The process of introducing the IB pilots gave renewed focus to the commissioning of preventative services, and the resulting restructuring of resources saw a move back towards low level practical support, recognising that in many cases a small amount of help and reassurance at an early stage can delay or reduce the need for more intensive services. Telecare was seen as an excellent way of providing this support, complementing other social care services and also creating a flexible platform which could be altered according to changing future needs.

## LAA - all residents over 90 entitled to basic telecare

Oldham Council has developed a borough wide Telecare and Rapid Response Service, with a sliding scale of equipment. Currently under the LAA (Local Area Agreement) all residents over the age of 90 and vulnerable adults are eligible to receive a basic Lifeline and pendant system connected to the new Careline control centre, a service which is either free or at a small charge depending on means.

For an additional £3 the Rapid Response Service is also available, where a mobile responder will be alerted if an alarm is raised, and can gain access to the property by means of the key safe if required.

The Rapid Response Service works in conjunction with a Planned Response Service, which provides regular services at agreed times and an On Demand Service which will respond to unplanned calls within a short period of time - ie to assist with toileting.

## IB and telecare

Service user feedback to Oldham Council has shown that providing even a basic Lifeline system greatly increases feelings of safety, by providing 24 hour reassurance. It also enables users to become familiar with the technology before installing additional sensors as circumstances change.

Individual Budgets are increasingly being used to fund telecare, with

- 440 Lifeline units and approximately 300 sensors (i.e. seizure sensors, fall detectors and carbon monoxide detectors) being installed during 2007 alone.

## Ethics

Oldham took a proactive stance to ethics and set up a scrutiny committee in the very early stages to ensure that they could defend decision making through a robust mechanism. It is very much a person centred approach and for telecare, they went a stage further. The scrutiny committee worked intensively with the team over a 3 week period to make sure all decisions were made appropriately giving the team the confidence that they were doing the right things in a professional manner.

## Information hub for IB and telecare

In order to allow people to try available technologies, Oldham Council have established a Centre for Independent Living (CIL), incorporating a suite of rooms - lounge, kitchen, bedroom and bathroom - which have telecare installed. Trained assessors are on hand to assist if required, and the CIL is housed in a LINK centre which provides a base for the person centred planning team who assist with creating IB support plans.

*“IBs have enabled a radical transformation of social care, that has involved supporting people with much more flexible services in a cost effective way. This has enabled us to invest in prevention and telecare has played a key role because although we have made significant efficiencies in being more flexible with people, we have reinvested that money in low level preventative services.”*

Beverley Maybury, Head of Modernisation Adult Services, Oldham Council

## Case study examples - using individual budgets to fund telecare

### Medication management - linkage with GPs

Mr A has a condition which requires several doses of medication throughout the day. Prior to the introduction of the IB system, Mr A needed to remain at home for a support worker to physically give him his medication. He now uses a medication dispenser coupled with the medication reminder feature on the Lifeline Connect+ to manage his medication, meaning his privacy and freedom are increased. The Careline works with local GPs where clinical advice may be required - for example, in the case of missed medication.

### Independence for Mr B with Asperger's Syndrome

Mr B has Asperger's Syndrome and had always lived at home with his parents. He has recently moved into his own home and used his Individual Budget to fund a telecare system including a property exit sensor. This means that if he leaves home at unusual times of the day or for lengthy periods of time, a carer or relative will be alerted, ensuring his safety without restricting his independence.

### Small changes prove amazing support for carer

Mrs C has a degenerative eye condition, and the installation of a Lifeline unit with waterproof pendant means she now feels safe to have a bath by herself, and for her husband to leave their home for short periods.

These simple changes have delivered an enormous improvement in quality of life for both Mrs C and her husband.

### Door entry system is essential support for Mr D with MS

Mr D is a married man with four children who lives with multiple sclerosis. As well as using part of his IB to pay for a ticket for a fellow Rochdale FC fan to accompany him to matches, he has also had a door entry system installed which allows him to see callers at the door on his television before choosing whether to allow them access by pressing his pendant.

### Enhanced telecare delays move to sheltered accommodation

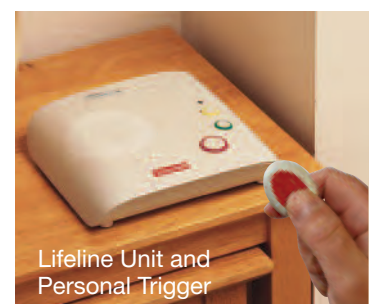
After a series of burglaries in the area, a number of older people have chosen to add to their basic Lifeline service with a security package including property exit sensors, PIRs and bogus caller buttons to enable them to feel protected at home. In some cases this reassurance has been enough to change or delay decisions about moving into sheltered accommodation.



Property Exit Sensor



Movement Detector (PIR)



Lifeline Unit and Personal Trigger

## Results

Individual Budgets have demanded a radical change in the way social care supports people in the community, increasing the flexibility of packages of care and reducing levels of bureaucracy. This in turn has generated budgetary efficiencies and enabled significant investment in preventative services. Oldham Council is working with service users at an earlier stage to support their independence in their homes and communities, improving their quality of life and also reducing admissions to hospital and residential care. Telecare plays an essential role in providing this early support, offering cost effective and unobtrusive means of summoning help when required but maintaining privacy and freedom when it is not.

An independent evaluation of the introduction of Individual Budgets across the pilots (Self Directed Support) by Professor Chris Hatton of Lancaster University found that:

- 86% of service users reported an improved quality of life
- 56% said opportunities to take part in and contribute to their communities had increased
- 72% reported a greater level of choice and control in their lives
- 74% confirmed a greater level of dignity in their support

Out of the 4500 people in the Oldham Council area deemed in substantial or critical need of social care, 2300 have been involved in the IB process. Due to changing circumstances and needs, as well as choice, there are currently 1800 active users. The aim is that by 2011, 80% of all service users will be using the IB system, and that the improvements reported by service users in the evaluation quoted above will have increased still further.

Combining tailored personal support with the constant reassurance of telecare technology to underpin the choices enabled by the introduction of IBs has enabled Oldham Council to make considerable progress towards its ultimate goal of delivering better services to more people for less money.

For further information please call 01977 660479

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