



**A life
not a
service.**

2015

**Services for people
of any age and in any
number of situations
who require additional
support in their daily
life are challenged
by reducing budgets
and an increasing
demand for support.**



A life not a service

In this turbulent climate of financial pressure and increasing demand for support In Control is interested in seeking solutions to the challenges ahead. Much as it did with 'self-directed support' these solutions will be found in the strengths of people, organisations and good services working together.

In fact, In Control sees an opportunity within the drive to do 'more with less'; an opportunity to develop genuine 'whole person' services that start with the person and those closest to them in their community.

It is also an opportunity to stop dissecting people into areas of need.

This is not about avoiding the issue of lack of resources; it is about using the drive towards service integration as an opportunity to 'rethink' how we organise our services and address the hugely inefficient approach we have at present of silos, territories and arguments about funding.

Personal budgets are one part of a new public offer of support, a new Public Offer which invests in resilience and inclusion, that centres on the 'whole person', is common across all ages and which values diversity and identity.

The key elements of this new 'Public offer' are:

- An honest and transparent relationship between those supporting and those being supported
- A 'whole person' offer of support building on people's strengths, investing in their real wealth and realising the wealth of their communities
- A Public Offer supported by local services which delivers efficiently, in a person centred way and which champions people's rights to live the fullest life they can, in their own way with choice of support and control over funding at its heart.

Our Guide to a new ‘Public Offer’

This guide sets out how we can begin to use our learning from the 12 years of In Control’s work to develop integration around the person.

The Guide is accompanied by 4 supplementary briefings that explain our thinking and provide different audiences with the opportunity to consider how our suggestions affect what they do.

The overriding message is that we must at all costs avoid the danger of missing out the person from the new integrated systems and processes; and second, that in order to do this we must build upon the diverse cultural riches offered by communities in today’s Britain.

The four accompanying briefings are:

Briefing 1:

Explaining person centred integration (June 2015)

Briefing 2:

A whole life, whole family approach to integration (Mohammed’s story) (June 2015)

Briefing 3:

The Public Offer (September 2015)

Briefing 4:

Person centred integration: Easy Read (September 2015)

We focus in the main throughout this paper on health, social care and when thinking about children, education.

However we do not see this as an approach with boundaries; housing, transport, community development all lend themselves to being included one way or another; we hope that you can see that this is a very broad and inclusive approach that starts with the individual, those closest to them and grows outwards to incorporate a rich array of stakeholders.

In Control

Since our beginnings in 2003 we have led and championed individual/personal budgets and personalisation as a way of increasing people's opportunities to take control of their lives, how they choose to live and how they wish to be supported.

We termed this 'self-directed support' (SDS). Over the past 12 years we have worked with many individuals, families, local authorities, health services, third sector organisations and with government to further what we saw as the transformative potential of personal budgets.

We can now cite examples of SDS in action across children's services, services for homeless people and rough sleepers, mental health and older people's services, in communities and in projects to bring people home from out-of-area placements in England, Scotland and internationally.

However, we are also keenly aware that the potential of personal budgets and the opportunities they present to take control have not been felt by all. Simply put, we see this as a consequence of too much focus on the 'mechanics' and insufficient focus on values. Three of the most important of these values are Transparency, Simplicity and Inclusion.

We only have to look at some of the examples of resource allocation to see how readily such values have been mislaid and how this has led to a 'fixation' on money and on complex forms and procedures that deny people the chance to understand how decisions about their support are made.

These dangers are magnified as we move towards integration in public services – more systems, more criteria, more forms. We now need to take on this challenge and indeed to turn it on its head. "Integration" is an opportunity as much as a threat – but only if we are brave enough to treat it as an invitation to create transformative partnerships which give rather than take power from ordinary people, and which celebrate rather than suppress difference and diversity.

This guide sets out our vision for achieving this.

Why we need to do things differently?

People are 'whole' yet our approach to supporting them is segmented

The current way people get support is fragmented. This is true whether it's a child needing support at school and home or an older person who may be bereaved or facing the challenges of frailty or dementia. The picture today in too many places remains one of multiple professionals, confusing assessments, and plans which fail to see the whole person or to include their family and those closest to the individual.



There are different services for different types of needs, this means the child or adult is 'split' into clusters of need and not seen as a whole person.

A child with an Education Health and Care Plan might have different support at school from social care and from health services, with each service addressing different needs and working towards different outcomes and each one with their own review arrangements.

The same is true of an older person, who has been hospitalized and is preparing to move back home. It is also true for families where more than one member needs support from a different service. Not only does this approach fail to see the choices the child and family or the older person makes as the key reference point through the process, it also fails to capitalise on the knowledge and skills offered by family, friends, neighbours and the wider community.

The consequence so often is financial inefficiency, poor co-ordination, high levels of bureaucracy, clashes of service ethos and confusion for all concerned - not least the individual or family at the centre.

As services are starting to join up and work more closely, its really important that this starts from the person and not in developing new systems.

When we talk about "wealth" we mean much more than "how much money is in the bank account." Real wealth involves the many and varied strengths of an individual or family. 'Person centred integration' starts with the real wealth of those people who come to public services for support. It also involves that of those around them, their community wealth.

Today there are moves to bring services together; more children and adult social care services are becoming 'people services', the 'integrated personal commissioning' work supported by NHS England and the aspirations of the SEND Reforms in setting out one plan for disabled children are all examples. However these developments are destined to fail if they are not from the root centred on the individual, their family and those closest to them.

In Control's approach is to start with the wealth of the person and the wealth that surrounds them and to use an integrated public offer to 'invest' further in these different forms of wealth, to encourage them, promote them and (in some cases) spend money on them and in so doing to position them, rather than 'services' at the heart of the individual's life.

A new Public Offer

Person centred integration must deliver a transformed ‘Public Offer’. This is an offer to people who need additional support to:

- build on their strengths by investing in their ‘real wealth’,
- build also on the wealth within communities and in doing this encourages those communities to be more welcoming and inclusive
- take a ‘whole life’ / all age approach.

This is an approach that does not divide people by need or age but values and draws on their culture and their identity to build the local support arrangements they want and need.

To succeed, this process must be led from the front by the key public services: the commissioners and providers of education, health, housing and social care in particular, but also those with an interest beyond these traditional silos, in community development, economic regeneration and transport.

There is, within much of the national drive for efficiency, integration and joint working the potential to deliver this transformed offer, and we welcome the opportunity to work with all to realise this potential.

A new ‘Public Offer’ which invests in resilience and inclusion

The Public Offer has to be one that focuses on ‘investment’, whether that be investment in an individual’s skills and learning (their real wealth), investment in a more accessible environment, investment in specific targeted support or investment in community wealth.



Investing in resilience and inclusion

Start with the person, those closest to them and the community in which they live and participate. Start with the person's strengths, their wealth and the wealth of their community.

At the heart of who we are is our 'identity'. Our identity shapes our interaction with our communities and it provides us with resilience, i.e. the strength to 'get up and get going'.

As we have learnt more about personalisation and personal budgets in different settings we have come to see how interlinked an individual's real wealth and their community wealth are. Individual resilience and community inclusion in particular are interdependent and interrelated. The diagram below illustrates this point.

Our culture shapes our identity and individuality and underpin our resilience and the way in which we are included in and make a contribution to the wider community and society.

Any approach to integration if it is to succeed has to acknowledge the uniqueness of our identity and our culture, and it has to find ways that allow each person to shape support in ways that grow from these roots.

With wealth comes poverty; some people may not feel very resilient or able to tackle each new day, some people may feel isolated and removed from their local communities.

With any idea of wealth comes poverty. Many people who need additional support are 'impoverished' when we think in terms of real wealth or community wealth:

for example they may be isolated due to their illness, or they may live some distance from their loved ones, with limited access to transport. If we are interested in person centred integration, then we need to invest both in each individual's real wealth and in the wealth of the local community.

This might mean a variety of things:

it might mean supporting a local volunteer centre or user led organisation; it might mean pump priming a time bank or LETS scheme; or it might mean council support and encouragement for local micro-enterprises that produce social value. Building community wealth is all about local projects that encourage people to share their passions, skills, and knowledge with others and in doing this providing an environment where person centred integration can flourish.

Tackling poverty requires investment; person centred integration provides a way of understanding how that ‘investment’ can work, as a transformed public offer which centres on investment in the wealth of individual people and the wealth of local communities.

The accompanying briefings explore this idea of ‘investing in the real wealth of the nation’ in much greater detail; explaining the thinking and the elements of wealth, thinking about Mohammed and his family and then setting out what this means for the services and people involved with examples of work already taking place.

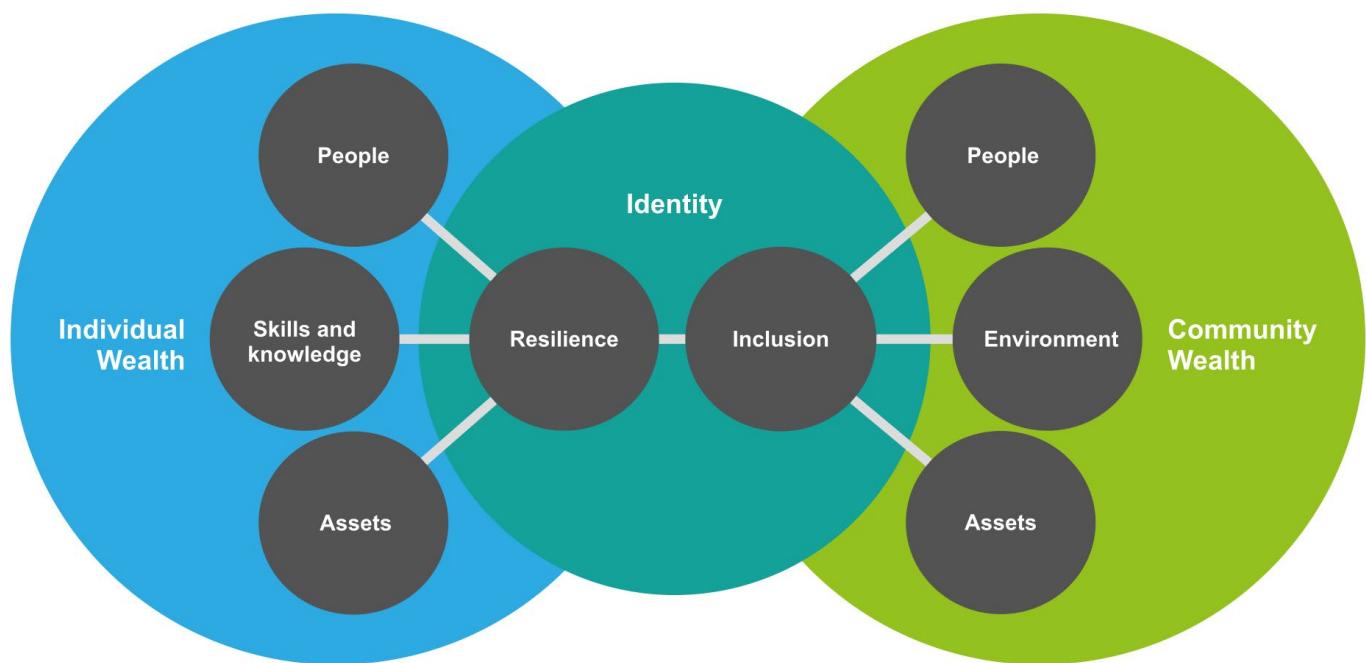


Figure 1

Person centred integration – how?

In Control welcomes initiatives towards integration.

We do so, as long as the new ways of working start with people, their complex, individual and very different lives, and seek to build upon their strengths, their “real wealth” and the resources of those around them, their “community wealth.”

The “triangle” below, developed by Heather Simmons shows how we should go about building a new and integrated offer, a new ‘Public Offer’: **values** are the foundation for example transparency and honesty; the **approach** follows from the values – if you get stuck with the approach to your integrated end-to-end process, ask does it tick the values-box? The mechanics then flow from the approach – if your aligned RAS or your joint review system aren’t working, ask are they congruent with the wider approach and with the values?

This was precisely the methodology In Control used in the development of personal budgets, where we:

- First, set out the key values of “choice and control”
- then, develop the approach, ‘self-directed support’, in partnership with people
- and only then construct the mechanics, for example the Resource Allocation System.

Mechanics –
resource allocation

Approach –
self-directed support

Values –
choice and control

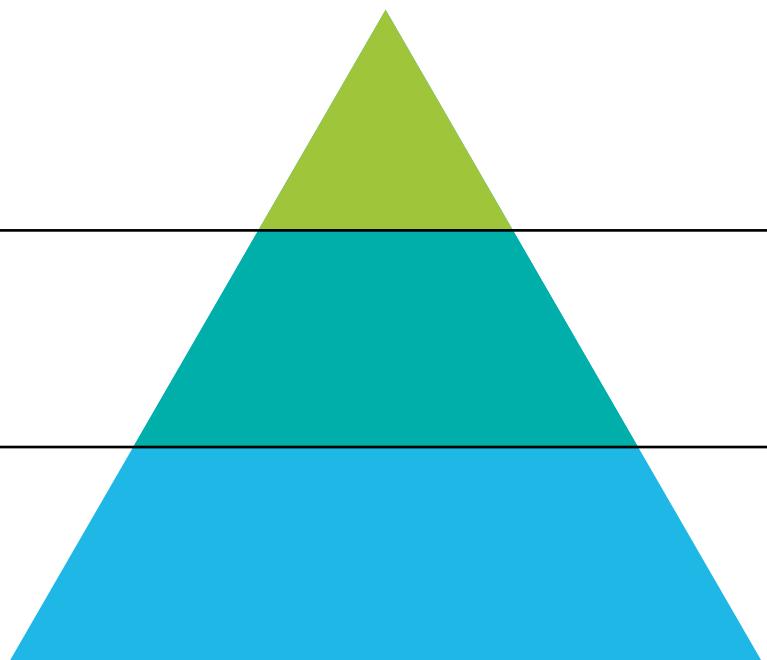


Figure 2: The Simmons Triangle – Heather Simmons (used with permission)

It cannot be overstated sufficiently how important the root of ‘values’ is; we see many debates about resource allocation for example, which completely miss the foundation of the values; honesty and transparency, the question of how decisions are made, and how the person is included in that decision-making.



Debates about mechanics detract from the fundamental values underpinning a transparent and inclusive approach to giving people ‘choice and control’.

When thinking of building this new offer we start with the same values of choice and control; we take an approach centred on investment in resilience and inclusion and then we tackle the mechanics.

[See more about this in Briefing 3: The Public Offer \(September 2015\).](#)

Many of the challenges that have since arisen with the implementation of personal budgets are because there was no local sign-up to the values or approach and services simply jumped straight to developing the mechanics, thereby cutting the ground from the feet of personalisation.

In a similar way challenges have arisen due to an over focus on the ‘money’ as opposed to starting with individual’s lives and the communities in which they live.

Summary

To succeed in realising its potential integration must start with people and communities

- Services must see their role as 'investors', investing in an individual's life because they need some additional support, or investing in a community supporting it to be more inclusive and welcoming
- This transformation should be built upon values; transparency, simplicity, inclusion and have at its heart the embracing of creative and flexible solution focused approaches
- Services must focus on 'whole people' i.e. challenge their own services and those of their partners to develop a whole person attitude where silos and territory no longer define the response to need; people are whole not a collection of different types of needs
- Person centred integration is about investing in the real wealth of the nation; investing in resilience and inclusion

Continuing with our current fragmented and disjointed approach to support is not an option; we have to stand back and rethink the basis for our offer to people, simply tightening budgets, availability of support, maintaining and reinforcing barriers between services will see costs escalating and fewer and fewer people able to take control of their lives.

We hope that this Guide provides a useful introduction to integration around the person.

This set of papers is our contribution to the integration debate; it sets out our thinking and approach and we hope makes the case that integration starts and ends with individuals and families and those closest to them.



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