

# Personalised Supporting People Services in Norfolk

This case study describes how, working with users of housing related support services and providers, Norfolk County Council is working in partnership to achieve personalised services funded by Supporting People arrangements.

Prepared for the Housing Learning and Improvement Network by  
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## Introduction

Increasing choice and control through personalisation of services and self directed support are leading policy themes in social welfare provision.

Norfolk Supporting People (NSP) has made a commitment to work with the local Provider Elected Panel (PEP) and the people who use our services to achieve personalised services which will provide:

- Flexible, responsive services where individuals' expressed needs are central to the support process and service delivery
- A service ethos and practice which maximises choice and control
- A service culture that helps people to increase their confidence, assertiveness and awareness
- A programme and service culture where people are fully involved

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## Background

The concept of service users being at the heart of service provision in services that are sensitive and flexible to their needs has been promoted through the Supporting People (SP) Programme since 2003.

NSP has promoted service provision that is underpinned by the principles of service user empowerment, and is responsive, sensitive and flexible to the needs and goals of the people who use our services. Through service reviews we ensured that SP funded organisations took what for many of them were the first steps towards providing services that took account service users' views and placed service users at the heart of service provision.

In 2005, Norfolk was chosen as part of a pilot by the DH to implement Individual Budgets (IB) for people. Norfolk decided to work with people with mental health problems to introduce more control and choice about the service they received. Norfolk Supporting People (NSP) funding was allocated to individuals when a housing need was evidenced.

National research from the IB Pilots highlighted that in general older people wanted good quality services but not necessarily access to funding. Locally the people who had an NSP funded element of their IB chose to buy housing support from our best quality specialist mental health support provider. This support provider is acknowledged by service users as providing flexible, responsive services with support workers who really listen and support and empower them to achieve their goals and aspirations.

From this learning nationally and locally through being in the IB Pilot, NSP have produced a plan of how to achieve personalised services and promote self directed support.

## How Norfolk Supporting People are Going to Achieve Personalised Services and Promote Self Directed Support

Norfolk Supporting People believes:

- people who use services will continue to want to buy existing services if those services are personalised to their needs and offer choice and control
- empowerment of service users should lead to increased assertiveness and confidence and ultimately better outcomes through tenancy sustainment and people making better life choices
- it is important to have an approach to personalisation and self directed support that avoids market distortion and addresses safeguarding concerns
- our approach supports the third sector by providing and increasing a diverse range of services
- awarding contracts based on compliance with personalisation and self directed support will provide a powerful incentive to service providers to improve service quality

NSP recognises the importance of working with our Provider Elected Panel (PEP) to ensure that **ALL** providers are supported to achieve good, quality, personalised services. In this way we can collaborate to secure a comprehensive change in service culture leading to empowerment of service users.

We recognise that personalisation needs to thread through all NSP's policies, procedures and practices, strategic as well as operational and that we need to develop commissioning processes that enhance this.

NSP has put in an annual contract meeting process which is structured to ensure more in depth quality monitoring. This should lead to improved outcomes, more support and information for providers in achieving strategic aims, and dovetail with the work NSP and the PEP are carrying out on personalisation and self directed support.

We are exploring what a personalised service would look like for different client groups and long and short term services. We have introduced validation visits that more fully explore service users' views on what works well in services, how services could be improved and how service provision could be more focused on promoting empowerment.

***Example of how young men in a homeless hostel renegotiated the house rules***

*During the validation of a homeless hostel for young men, service users told us that they wanted to have girlfriends and visitors stay overnight but this was against the house rules. The manager said that some years before his time there had been an incident at the hostel which resulted in the blanket ban.*

*The service provider supported and helped these young men to work as a team to put forward and agree a negotiated outcome in line with their wishes which resulted in each person being able to have an overnight visitor twice a week.*

***By finding a way to resolve this situation the support provider has:***

- helped these young men think of the adverse impact their visitors can have on others*
- helped them put in place their own personal and collective boundaries*
- helped them see how powerful they can be by thinking and negotiating a way forward*
- helped them increase their confidence and self esteem and a belief in their ability to successfully create their own solutions*
- helped them to be more likely to achieve tenancy sustainment when leaving the service by avoiding anti social behaviour*
- helped staff introduce practical topics such as contraception, sexual health, relationships etc.*

We are exploring ideas such as 'What would be a good process for services to negotiate house rules?' 'What would a good residents'/tenants' meeting look like?'

We are breaking down the standards in the revised SP Quality Assessment Framework (QAF) to evidence what an ideal response would be from people who use services and from staff. For example, what would be an ideal response to 'clients confirm that staff are sensitive to their needs and respect their right to choice and control'? What would this mean for different client groups, different needs, chaotic needs, cultural needs?

NSP have set up a mentoring scheme so that providers with proven expertise in some areas can support other providers. We are identifying and setting up a toolkit of good practice so that we can provide something practical and helpful to our providers when considering different ways to provide a personalised service.

At the same time as working towards a service resource that meets the personalisation agenda, we will be looking at different ways that people could have a personal budget, self directed support or have more choice and control in their lives.

### ***Personal budgets in Sheltered Housing***

*People could agree to use part of their SP funding to produce a joint resource from their sheltered scheme manager or use part of their Adult Social Service funded personal budget to purchase time from their scheme manager to enable them to continue with a lifestyle choice*

*People could decide to have their SP funding paid directly to them so that they could pay the manager themselves. For an older person this could make a huge difference. For example:*

*Rose is an older person who has always worked and paid her own way but now savings are depleted and she is on benefits and feels she is a recipient of state charity. Rose doesn't like to say much to the scheme manager in her sheltered housing service about better ways that the service could run or how she would like her own support delivered because she is being paid for. To have her own money to pay the support provider herself would change enormously how she feels. Suddenly she really feels like a customer and hopefully will have increased confidence to be more involved in how her support is provided.*

NSP is also part of a Communities and Local Government (CLG) pilot to test out self directed support for rough sleepers.

Another CLG funded project *Collaborate* is a collaboration between hact, sitra and the National Housing Federation and aims to help small, community-based housing support providers to thrive within the emerging SP framework. A reference pack has been produced detailing different collaborative approaches to tendering and delivering services. Norfolk is now part of a further pilot to test out collective purchasing. [www.hact.org.uk](http://www.hact.org.uk)

### **Communication and Involvement**

Many people remain anxious about individual budgets and personalisation. There are fears that the approach will result in reduced support options or that it will be come more complicated or costly for people to get the support they need. People who use and could use services need to be fully informed about and able to influence the changes that the personalisation approach will bring about. This in itself is a hugely challenging culture shift for commissioners of services and service providers.

NSP is committed to delivering valued services in partnership with service users and has been working with people who have used our services almost since the inception of the SP Programme. To measure the quality and describe the impacts of those services NSP has involved peer reviewers and commissioned a DVD produced by service users, for example.

NSP were awarded a small grant from the Department of Health to develop a set of service user led standards for people with a learning difficulty to give service users greater choice and control over the way in which they are supported. A project group involving people who used services was established and a conference held with 70 individuals living in NSP and ASSD funded services. Participants at the conference were supported to decide what areas the standards should focus on resulting in a set of service standards focusing on 5 key areas, including staffing, relationships, support to make choices and communication. These standards will be built into service specifications used to commission new services for people with a learning difficulty.

We are implementing our Service User Involvement Strategy which seeks to widen the opportunities for talking to and involving people who use services through groups, forums and individually.

Our Service User Involvement Officers are now working towards building further on this Service User Involvement Strategy. The **first aim** is to give people who receive services more opportunities to get involved in those services. The **second aim** is to enable more people to get involved at the planning level in decisions about housing support. One practical example has been the development of a joint register with Health and Social Care through which members of the public can register areas and ways in which they are interested in being consulted or getting more involved.

### **Learning Points**

- Personalisation should transform our thinking about how we commission, purchase and contract with providers to ensure services empower people to have increased choice and control
- Importance of developing mechanisms for commissioning personalised services with Provider Elected Panels and Service User Panels
- Personalisation and self directed support will only be successful by working with our providers and supporting them in this change
- The people who use our services are key to us finding out how those services can empower them and promoting better ways of working

### **Other useful publications/resources:**

**Association of Directors of Adult Social Care – Putting People First Milestones (2009)** [www.adass.org.uk/images/stories/Milestones%20for%20PPF%20-%20Final%209.9.09.pdf](http://www.adass.org.uk/images/stories/Milestones%20for%20PPF%20-%20Final%209.9.09.pdf)

**Department of Health – Moving Forward: Using the Learning from the Individual Budget Pilots** [networks.csip.org.uk/\\_library/DH\\_response\\_to\\_IBSEN\\_evaluation.pdf](http://networks.csip.org.uk/_library/DH_response_to_IBSEN_evaluation.pdf)

**Department of Health – Putting People First Personalisation Toolkit** [www.toolkit.personalisation.org.uk](http://www.toolkit.personalisation.org.uk)

**HQN – Personalisation and Individual budgets: Challenge or opportunity?** [www.hqnetwork.co.uk](http://www.hqnetwork.co.uk)

**National Housing Federation – At a glance briefing 08 personalisation briefing for housing providers** [www.housing.org.uk](http://www.housing.org.uk)

**Sitra - Personalisation, prevention and partnership: transforming housing and supported living** [www.sitra.org](http://www.sitra.org)

**Social Care Institute for Excellence - Personalisation briefing: Implications for providers** [www.scie.org.uk/publications/atag glance/atag glance07.asp](http://www.scie.org.uk/publications/atag glance/atag glance07.asp)

**Social Policy Research Unit, University of York - Evaluation of the Individual Budgets Pilot Programme** <http://php.york.ac.uk/inst/spru/pubs/1119/>

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The full list of Housing LIN Case Studies can be seen and downloaded at our website:  
[www.dhcarenetworks.org.uk/housing](http://www.dhcarenetworks.org.uk/housing)

The Housing LIN welcomes contributions on a range of issues pertinent to Extra Care housing. If there is a subject that you feel should be addressed, please contact us.

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