

August 2012

Lambeth Personal Health Budget Pilot: interim findings and update



Lambeth Clinical Commissioning Group



The
COLLABORATIVE
Living Well in Lambeth



Lambeth

Many thanks to the Lambeth Personal Health Budget Pilot
Partnership Organisations:



Creating opportunities – realising potential
a psycho-social rehabilitation model of recovery



South London and Maudsley 
NHS Foundation Trust

1. Introduction

The Lambeth personal health budget pilot was established in the summer of 2009 and received interim pilot status in late 2009. Full pilot status and the ability to award personal health budgets was eventually achieved in the autumn of 2011 after project sign-off was granted.

This is an interim report to update on the development of the pilot across Lambeth, and will outline some of the initial findings, as well as detailing future key work areas.

2. The personal health budget pilot programme

In 2009 the Department of Health invited Primary Care Trusts to join a three-year pilot programme to explore the opportunities offered by personal health budgets. To date, around seventy Primary Care Trusts are piloting personal health budgets and are contributing to the independent evaluation being conducted by the University of Kent. Twenty pilot sites have been selected to be in-depth evaluation sites and the remainder are wider cohort sites, which includes the Lambeth pilot.

The Department of Health pilot programme will identify whether personal health budgets ensure better health and social care outcomes when compared to conventional service delivery and, if so, the best way they should be implemented.

The national evaluation team will report in October 2012 and identify who will benefit from having a personal health budget, and confirm how the NHS and partners can best make budgets work. So far the

Government has confirmed that, subject to the national evaluation findings, they will consider a right to a personal health budget for patients with a continuing health care need from 2014.

3. Development of the Lambeth pilot

The Lambeth pilot has been co-produced by local statutory and voluntary organisations, service users and carers. NHS Lambeth was invited to apply for pilot status by the Department of Health and then approached organisations and service users/carers to assist with this bid. These organisations included: South London and Maudsley Trust [SLaM], Lambeth Council, Mosaic Clubhouse, Southside Partnership, Disability Advice Service Lambeth [DASL], Vital Link [users' and carers' engagement body], Service Users in Training and Education [SUITE]).

The bid to the Department of Health was successful and a steering group formed to oversee the development of the pilot. The steering group comprised all the organisations who worked together on the initial bid. A project co-ordinator was also seconded from SLaM's Social Inclusion, Hope and Recovery Project [SHARP] to work on the pilot with a project manager from Lambeth Council.

Resources

NHS Lambeth provided funding for the pilot which also included support planners from Mosaic Clubhouse and Southside Partnership. Some funding was also received from the Department of Health as part of their national pilot programme.

'I always get ill in the winter so I would like to also buy a sun lamp with my budget to help my mind balance and I can incorporate this into my recovery rituals'

NHS Lambeth has now mainstreamed funding for the pilot co-ordinator post and also committed to continue funding support planners/brokers as part of the pilot, now provided by Thames Reach. The learning from support planning developed by the pilot has been invaluable, and has informed improvements in support planning processes across Lambeth.

Following the achievements of the Lambeth pilot, joint health and social care funding from a previous project will be used as a resource to fund large integrated budgets and other pilot activities in preparation for the anticipated future roll-out of personal health budgets.

The Collaborative

In June 2011 NHS Lambeth and Lambeth Council and partners from the voluntary and community sector, SLaM, service users and carers established the Lambeth Living Well Collaborative.

The Collaborative aims to radically transform the outcomes experienced by people with long-term serious mental illness by using co-production as the framework for the delivery and commissioning of services in order to deliver the 'Big 3' outcomes (improved recovery, physical health and quality of life) and wider economic and social benefits.

The Lambeth personal health budget pilot is fully aligned with this work and is one of the key enablers to support people to have

control over their lives with the support they require to live as independently as possible.

4. What are personal health budgets?

A personal health budget is an amount of money to support a person's individual health and wellbeing needs, planned and agreed between the individual and their local NHS team. Personal health budgets can be used to purchase goods and services to help individuals achieve their agreed health and social care outcomes, as set out in their support plan.

5. Aims and objectives of the Lambeth pilot

In Lambeth we are piloting two types of personal health budgets with a fairly small number of people using primary and secondary mental health services in the borough. The two types of budgets are:

- i) **'One-off' budgets** paid to support an individual's recovery, administered by Thames Reach's Community Options Team
- ii) **'Integrated' budgets** which combine both health and social care elements and support service users with more complex needs. So far, four integrated budgets have been awarded to support service users moving from residential care homes into lower support accommodation in the community

The Lambeth pilot's main aims are to:

- Enable people to have more choice and control over how the support they need is arranged and provided
- Encourage mental health service users to identify what they need to support recovery, which may include non-traditional approaches to mental health care and support
- Develop asset-based support planning processes which promote service user choice and control
- Test the current procedure and processes that are currently in place for accessing direct payments and determine their suitability for use with personal health budgets
- Jointly work with the Council's Mental Health Transformation Projects Lead to develop new systems and processes such as SDS Panel guidelines, recovery and support plans and joint assessment processes across Lambeth and the South London and Maudsley Trust area
- Work towards integrating and improving joint work across health and social care
- Consider the short and long-term outcomes achieved following the award of a personal health budget, and demonstrate how they have supported recovery and improved well-being
- Evaluate the successes and challenges encountered during the course of the pilot process to inform how personal health budgets can be successfully embedded into everyday practice

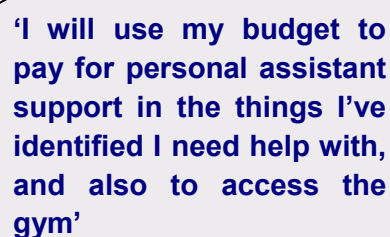
6. What can a personal health budget be used for?

Anything which can meet an identified health need with defined outcomes can be considered which includes courses, therapies, equipment, products, services, personal assistants and other personal support. Respite 'recovery' breaks away may also be considered in some cases.

As the pilot aims to maximise service user choice and support individual recovery, few requests have been refused in practice as long as they can be seen to meet health outcomes identified in support plans.

Some pilot participants did choose some services that are not traditionally considered as mental health services as they felt these would better meet their support and recovery needs.

There are, however, some rules around what budgets must not be used for such as not paying for emergency or GP services. Personal health budgets cannot be topped-up by individuals and must not lead to risk of injury or harm, be spent on illegal activities, gambling, debt payment, alcohol or cigarettes.



'I will use my budget to pay for personal assistant support in the things I've identified I need help with, and also to access the gym'

The person with a personal health budget must :

- be able to choose the health outcomes they want to
- know how much money they have for their health care
- be enabled to create their own support plan, with support if they want it
- be able to choose how their budget is held and managed
- be able to spend it at times and in ways that make sense to them, as agreed in their support plan

7. How do personal health budgets work?

Personal health budgets share some similarities with personal budgets as both types of budgets place the individual at the centre of service delivery. Individuals are able to self-assess their needs with support, and are then allocated an approximate budget, which serves as a guideline to design the set of services that can best meet their needs. This can be done in partnership with a carer, healthcare professional or support planner.

People involved in the Lambeth pilot chose to spend their money in a wide variety of ways, and were encouraged to identify what was most important to them as part of their journey towards recovery and improved health and well-being.

8. Support planning

‘When clients take charge and do things independently or initiate contact to keep up to date with what’s happening you know you have done a good job...They are taking control of their lives’

Lambeth Pilot support planner

At the heart of the personal health budget process is the support plan, which helps the individual decide their health and wellbeing goals and sets out how the budget will be used to meet these goals. Support plans also should outline how the individual will remain healthy and safe. The Lambeth pilot is fortunate in having dedicated support planners to assist service users complete their individual plans.

The support planners are able to help service users think creatively about how their needs can be met, and encourage individuals to concentrate on their strengths and aspirations for the future. It is essential that clear outcomes are identified in support plans in order for budgets to be awarded, and support planners are skilled at helping users identify what is important to them.

The support planning process takes longer for some people to develop a truly person-centred plan. The smaller one-off budgets typically took a small number of sessions whilst the larger integrated budgets took longer and involved much more work to support service users to outline their desired future outcomes, and how they would like to spend their budgets.

Seven essential questions for support planning:

1. What is important to me?
2. What do you want to change, achieve or keep the same?
3. How will I be supported?
4. How will you use your personal budget/how much will it cost?
5. How will your support be managed?
6. How will you stay in control and safe?
7. What will you do to make this plan happen?

9. What we have achieved

Despite having a long sign-off process the Lambeth pilot has still achieved a great deal since its inception. Over the course of the pilot a lot of hard work has gone into developing processes and testing new ways of working, including co-production and innovative ways to address mental health needs.

The pilot has led to improved partnership working across Lambeth and a greater understanding of what personalisation means in practice. Most importantly, the Lambeth pilot has also enabled individuals with mental health needs to access support or items that may not have been open to them in any other way.

NHS Lambeth and partners are working to

transform mental health services through the work of The Collaborative, and the Lambeth pilot has been able to successfully contribute to the learning required to support this whole system change. This has been achieved through championing co-production in all aspects of service design and delivery, and in working to support culture change across health and social care services in the borough.

The Lambeth pilot has also successfully reached out to a range of service users, carers, statutory and voluntary organisations through its co-designed training courses and workshops which have included: support planning (delivered in conjunction with Tricia Nicoll), service users' choices workshops, personalisation roadshows and large stakeholder events.

'My long term aim is to join a religious order and become a nun which takes a lot of time and study therefore I would like to use my budget to purchase on-line courses and a retreat in a centre to support this journey. This helps me to be happier, have less pain and anger and feel more relaxed by being occupied with positive things'

10. Summary of main achievements:

- To date, the Lambeth pilot has awarded a total of twenty-one personal health budgets, which includes a total of four large, integrated budgets which cover health and social care needs
- Support planning processes have been developed which promote creative thinking about outcomes and a strengths-based approach to planning for the future
- Contributing to the development of the universal recovery and support plan for use across health, social care and housing services in the borough
- Championing co-production and service user engagement in designing and running the Lambeth pilot, training courses and workshops
- Developing joint health and social care processes which consider health and social care needs when awarding larger budgets to address complex needs

11. Outcomes

The short-term outcomes obtained so far indicate that participants experienced some improvements in their overall health and wellbeing following a personal health

budget award. Further longer-term outcomes are being collected so that the overall improvements in different recovery areas can be measured and collated.

The mental health recovery star was used as part of the evaluation process and completed at the start, with follow-up at one month and six months. The key areas for improvement desired at the start of the assessment process were:

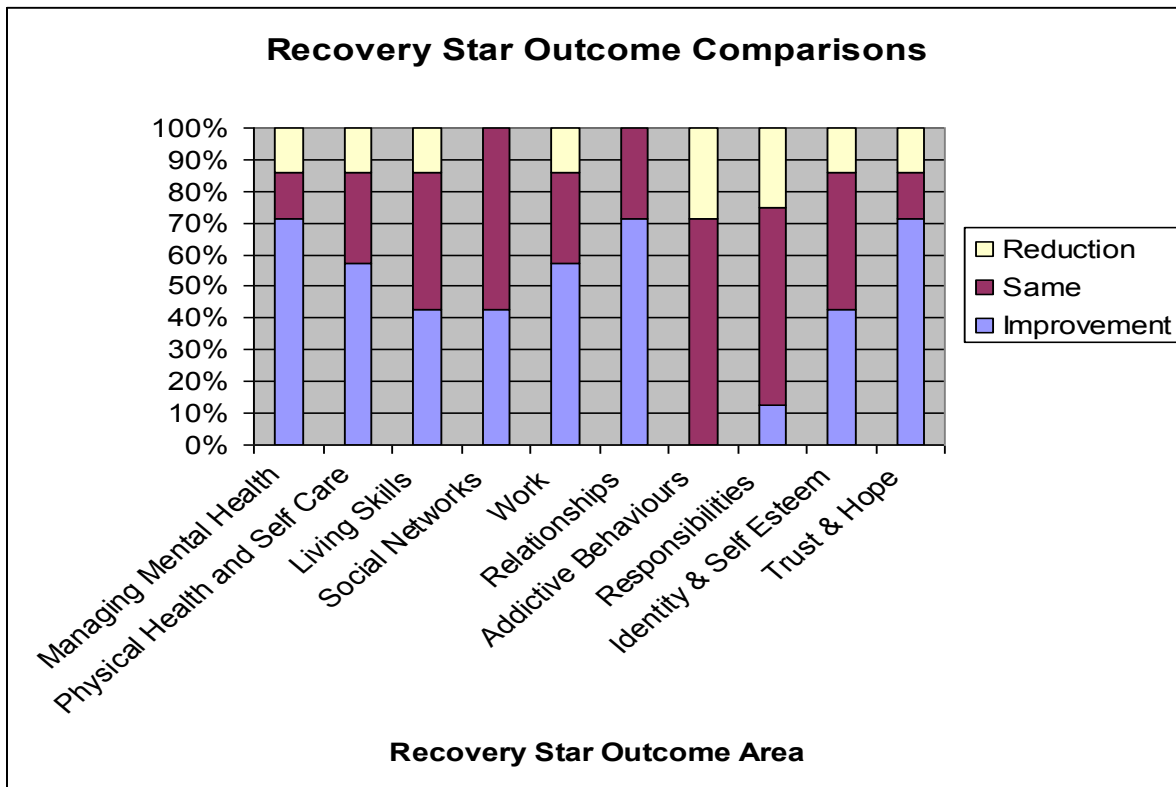
- **Social networks and work - 86%**
- **Relationships, identity & self esteem and trust & hope - 57%**
- **Managing mental health - 43%**

Graph 1 (overleaf) outlines the proportion of answers for each aspect of the recovery star where participants identified some level of improvement one month after a personal health budget award. The recovery star is useful in helping people think where they are in terms of their recovery and progress.

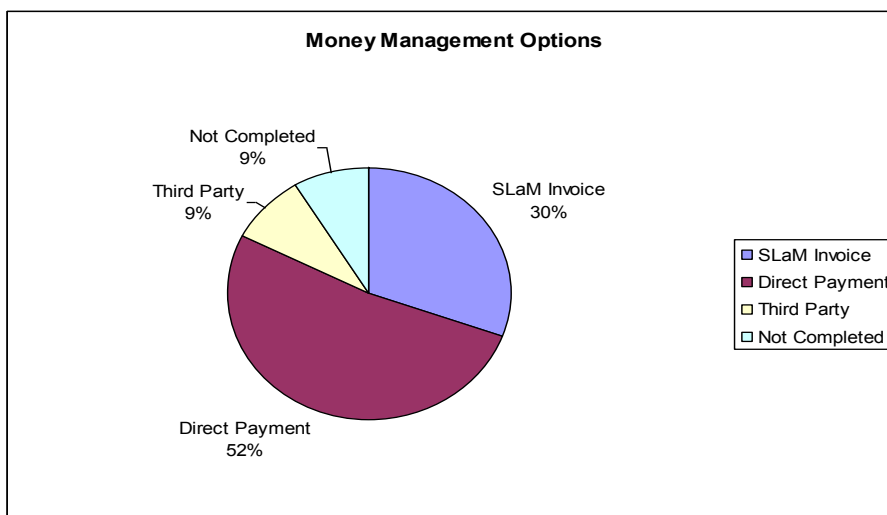
Graph 2 demonstrates different money management options. Pilot participants were given the choice of a variety of methods in which they could receive their personal health budgets. Direct payments were offered in order to empower participants and allow trust and flexibility.

'The most important thing to me is staying well. I lost my circle of friends when I became unwell and sometimes I lack the confidence to stay motivated. I have just started volunteer work and hope this will encourage me to meet new friends and increase my confidence. I want to change my lifestyle and fill my days with activities and stay focussed on them. I think by purchasing a bike with my personal health budget and joining a cycle club this could help and I used to be a motor bike courier so cycling would get me back out in the world again. It would also help me to stay fit and lose a bit of weight'

Graph 1



Graph 2



'I will need help from a personal assistant (P.A) in my new home to manage my day to day tasks, finances and support me towards becoming less isolated. The P.A would need to be someone who is sensitive to my moods whilst being able to help me to engage with people without dominating the situation'

12. How budgets were spent

Categories	How budgets were spent	Examples of outcomes
IT equipment	Laptops, broadband	Increase social networks, self esteem and confidence
Culture/ vocation/ spirituality	Religious retreat and course Camera, art materials, gallery pass, tattoo convention Media course Taxi fares to church	Meet religious aspirations, feel happier and have less worry, reduce isolation, be able to work, deal better with life, stop benefits and be more productive, attend place of worship, enhance mental health
Exercise and reducing isolation	Bikes, rowing machines Exercise DVD Treadmill Gym membership and clothes	Lifestyle change, focus on activity, lose weight, gain confidence and self esteem, improve mood and wellbeing, get rid of agoraphobia and go out more, occupy time constructively, reduce back pain, meet like-minded people
Home environment	Cooker/fridge/washing machine Flooring and curtains Decoration materials	Look presentable, gain confidence, cook more, eat healthily, be able to invite people to my home, increase motivation, enhance self esteem and responsibility
Respite recovery breaks	Short break away Spa weekend	Happier with self, be comfortable on my own, realise my dreams, gain a positive outlook on life and perception of myself, manage mental health and alcohol use
Move on from residential care with a personal health budget	Personal assistant support Memorial headstone	Make own decisions, be in control and my own boss, do new things, consider the future, have a normal life, space/privacy, empowered to make own decisions, deal with grieving process

'My living space is the thing I would most like to change, I've tried applying for a community care grant but was turned down. My flat needs redecorating, tidying and some basic utilities and items.... Since I've had these items through my personal health budget and got support to clear my flat which I couldn't do alone due to my back, people have noticed the effort I have made and tell me I'm doing well, this feels good, I'm keeping my clothes and self much more presentable now. I am looking forward to starting a computer course I have enrolled on'

13. Key challenges

1. Financial issues: how to set personal health budgets fairly and considerations about funding for the future

2. Cultural barriers: personal health budgets will involve a significant shift of power by giving true choice and control to people who use mental health services

3. Staff training needs: development needed to ensure support workers and care teams have the necessary skills and understanding of personalisation and how greater choice and control for service users can promote recovery

4. Integrating health and social care processes: to include the provision and sign-off of integrated budgets with health and social care outcomes

5. Co-ordinating the payment of budgets and support: to ensure actions identified in support plans are actioned by care co-ordinators and other support staff to minimise delays to budgets being awarded

6. Building the provider market: to ensure diversity of provision and real choice for users of services

14. The future of personal health budgets

Personal health budgets clearly fit with the future direction of the NHS: an NHS where patients have more control, where there is a focus on outcomes and where there is real choice around who provides services. The White Paper *Equity and Excellence: Liberating the NHS* (2011) and early indications from the Department of Health personal health budgets team suggest that personal health budgets will be rolled-out in the near future. The national evaluation will offer advice on their implementation and make recommendations about how and when personal health budgets can be rolled-out. The Department of Health are also currently working on a toolkit to assist primary care trusts with this process.

15. Future work areas for the Lambeth pilot

The personal health budget pilot programme was originally scheduled to end in October 2012 when the national independent evaluation is published, but the Department of Health has now extended the national pilot in two stages until October 2013 to ensure that pilot sites with powers to offer direct payments for healthcare can continue to do so beyond

the publication of the independent evaluation. This will allow time for the Government to make a decision on their future, and also to complete the necessary Parliamentary process. The longer timescales mean that the Lambeth pilot can award more personal health budgets and continue to assess and evaluate how these budgets have made a difference to people's lives.

The process of transforming existing working practices is complex and challenging, and the Lambeth pilot will continue as part of The Collaborative's initiative to transform mental health services in the borough. The Collaborative is working to improve the outcomes of people who use mental health services in Lambeth, and has established co-production as the operating framework for the delivery and commissioning of services. A major work area for the Collaborative and the Lambeth pilot during 2012/13 is considering how culture change can be achieved and measured in mental health services across the borough.

During the Lambeth pilot's final phase we will continue to offer training and workshops around support planning and personalisation, and will be encouraging peer supporters to become involved in delivering these training sessions so that they can be presented by them in future. The pilot will also be working hard to prepare for the future roll-out of personal health budgets, based on the findings and recommendations of the national evaluation.

In addition, we will also be developing or contributing to the following work areas:

- Assisting with the roll-out of the universal recovery and support plan which has

been developed in conjunction with Lambeth Council and the South London and Maudsley Trust

- Developing a peer support planning pilot in conjunction with Thames Reach's Community Options Team
- Engaging with two GPs around piloting personal health budgets for a small number of service users
- Contributing to the SLaM four-borough E-learning personalisation package
- Developing stakeholder communication and training plan, and contributing to an understanding of workforce development needs
- Assessing current arrangements and tools for positive risk management
- Raising the profile of personal health budgets with service users, carers, user and carer groups, clinical staff, NHS managers, local authority staff and the local community.

'I want to make my own decisions, I should have rights and choices, I'd like to do new things in the day, I'd like to get a job maybe in a shop. I'd like support to visit and join clubs, learn to dance and make new friends. I don't find it easy to make new friends so I need support otherwise I would just stay in my flat on my own'

16. End note

This report is an account of the work achieved to date on the Lambeth personal health budget pilot. A more detailed evaluation report and plans for the future of personal health budgets in Lambeth will be circulated in late 2012 following publication of the national evaluation and Government recommendations for the future.

Most of the successful development of the Lambeth pilot has been achieved by Claire Groarke in conjunction with the Steering Group and Vital Link users' and carers' engagement body. Claire's hard work and determination has now built a very strong foundation for the pilot during its next phase of development.