

1. Overview

To provide:

- Key findings from a review of existing approaches to Citizen Directed Support
- Key characteristics of a robust approach to Citizen Directed Support
- Information on resources to help develop and implement a Citizen Directed Support approach

2. About the report

The project was undertaken by WCVA, with support from members of the Citizen Directed Support Reference Group, and other members of the Wales Alliance for Citizen Directed Support.

It took place in the context of Sustainable Social Services: A Framework for Action, the establishment of a National Outcomes Framework, and the Social Services and Well-being (Wales) Bill which will transform social services, primarily through promoting people's independence to give them stronger voice and control.

3. What is Citizen Directed Support?

Citizen Directed Support (CDS) begins with the person, not the service; providing voice, control and independence, through safe, sustainable and economically viable responses to support planning. It empowers individuals, builds on strengths, focuses on outcomes, encourages new and innovative ways of getting a life that is right for them.

The Wales Alliance for Citizen Directed Support has developed a set of national principles which help to define what CDS means in Wales:

Change: *We can work together to create a major change in the way we support each other and meet our needs.*

Choice and Control: *We will work together to have lives that we can all aspire to.*

Community: *We will help to build communities in which we all can exercise our responsibilities and enjoy our rights as citizens.*

4. The Case for Change

The traditional service led approach to the provision of adult social care has often meant that people have not received the right help at the right time and have not always been able to influence or have control over the kind of support they need.

KEY FINDINGS

Social care services in Wales currently support over 150,000 young, old and disabled people every year. The budget is £1.4 billion and services are delivered by around 70,000 people in the public, private and third sector. Changing demographics are already resulting in an increasingly ageing population and will impact in Wales for at least the next 20 years. Rising expectations, an increasingly diverse society and welfare reforms will all have an impact.

Budget pressures and financial challenges mean that efficiency savings alone will not be capable of delivering the sustained savings required and new models of services will be needed.

There is scope for local authorities, health boards and the third sector to work much more imaginatively, to develop better services that are closer to people, more responsive to needs, and add value by drawing on community resources. Commissioned services and self-organised support can work alongside one another rather than operating in isolation.

Health and social care is increasingly placing emphasis on prevention, early intervention, and developing more community-based support. Co-production and CDS can help people to stay in their community, and be *part of their community*. Reciprocity is key – recognising that service users can give as well as receive.

Early stage support that meets low-level needs and encourages independence and well-being is likely to reduce cost in the longer term by slowing down the rate and escalation of need. Citizen directed services are tailored and focus on outcomes, cutting out waste. Individuals will know how to get the best value from the range of resources available to them.

5. Findings

The desktop research confirmed that the ‘Welsh way’ to developing CDS is a sensible and strong approach with the focus not on Direct Payments as the driver, but on co-production achieving well-being, with Direct Payments being one of a number of enablers.

There are a number of examples of good practice in Wales, and four case studies are detailed in the full report illustrating key learning from successful CDS approaches and identifying further work to improve the delivery of CDS:

- United Welsh: Developmental Organisational Change
- Flintshire: Resource Allocation System piloted with Young People in Transition.
- Wrexham: CDS Implementation with People with Learning Disabilities.
- Carmarthenshire: Shared Lives Scheme in Wales

From the research for this report a number of key characteristics for success have been identified:

- Moving to a CDS based approach requires a **strong leadership commitment** – staff should be enabled to take a more flexible approach and supported in managing risk.
- This **can't be token engagement** - CDS involves **whole system transformation**, genuinely putting people at the centre of services as engaged active participants. Success should be measured on the basis of whether attitudes and behaviours of professionals (including managers), service users, carers, friends and the wider community have changed. Changed practice of social workers is important.
- There is **no 'one size fits all' solution** - any approach needs to be flexible and robust to respond to the needs of all groups of vulnerable people. Different support options need to be available for people. Choice has to be factored into how, with whom and over what timescale a support plan is developed.
- **Reciprocity is key** - the service user can 'give' as well as 'receive'. Voluntary or time bank systems engage people as equals with different roles within the system
- **Peer to Peer support** - either formally or informally, to give service users confidence, choice and control in how their individual support needs are met.
- **Not always about formal support** - support can come from a range of places. Social, community and family networks can all play their part in finding creative and sustainable ways of meeting identified outcomes.
- **Pool resources across providers** - shift money to individuals and away from organisations and to mainstream services and away from specialist ones where these are unnecessary.
- **Streamline care planning** to meet the desired outcomes of the service user.
- The presence of an **independent support service** (peer led or professional led) in addition to the statutory responsibilities of the local authority is essential for transparency of implementation.
- Adopt an **outcomes based** approach - focus on what is the desired end result the person wants to achieve to improve health and well-being; separating out the outcomes from the services that might deliver them.
- **Flexible service delivery** - to respond effectively as numbers using direct payments increase and family and community support increases.
- Encourage **enablement/re-ablement** - to help identify the right level of support and avoid over or under supporting and maximise the use of public money.
- Provide **adequate support, advice and information** regarding the range of options available to people such as support planning, recruiting staff, managing the budget or managing their package of support.
- **Encourage creativity** by not providing a ready-made list of activities or services, although some guidance may be helpful for service users, their carers and social workers.

6. Challenges in adopting a Citizen Directed Support approach

There are a number of challenges ahead for the mainstreaming of a CDS approach to all services. A fundamental requirement will be changing the culture. The barriers to developing CDS are often around attitudinal change of social workers, service providers and service users. In the case studies it is evident that it is the changed practice of social workers as well as systems change which are important.

A fit for purpose Resource Allocation System is critical. A core barrier for some to adopting a CDS approach remains the relationship between needs and resources and that reasonable expectations of well-being for those who require state support will require adequate levels of resource.

Other challenges include the adoption of an outcome focussed approach by all in the provider network; and the allocation of sufficient time to assist people to complete a supported assessment and outcome focused support plan.

7. Next Steps

Resources are available to help you develop and implement a CDS approach:

- Bridging finance is available to fund the transformation of services to being co-produced:
 - *Communities Investment Fund (CIF)* – investing in third sector organisations that are ready and able to undertake innovative public service delivery but lack the appropriate finance to do so.
 - *Wales Well-being Bond* – a loan scheme from the ‘invest to serve’ element of the CIF offering millions of pounds of funding to enable the remodeling of existing third sector services or new third sector services at the national, regional or local authority level as part of co-production in Wales.
- The Wales Alliance for Citizen Directed Support and the SSIA CDS Learning and Improvement Network offer sources of peer support to those developing a CDS approach.
- The Well-being Outcomes Framework will help us focus on what needs to be done to improve people's well-being. It will set out what people who need care and support, and carers who need support, can expect by way of well-being outcomes.