

Risk, Safeguarding and Personal Budgets

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Introduction

- Personalisation and safeguarding
- Risk, Safeguarding and Personal Budgets
- Do personal budgets increase risk of abuse?
- Approaches to minimise risk
- Balancing risk and choice
- Discussion and conclusions

Personalisation

- Long-standing– back to 1980s & cross party & global
- Across the whole of the UK (Lymberry, 2012)
- Now required under the Care Act (2014)
- Multiple drivers
 - Challenging inflexible services & professionals to maximise autonomy
 - Reducing role of the state, promoting market solutions – ‘ultimate outsourcing’
 - Err, not safeguarding (Now also required under the Care Act, 2014)



Emerging concerns

- Hiring suitable and firing unsuitable workers
- Easy prey? More open to physical and financial abuse
- Loss of collective 'voice'
- Two tier workforce - checked (Disclosure and Barring Service) and unchecked / trained and untrained
- Lack of intervention powers
- Practitioners unable to manage 'policing' roles

Glendinning et al 2008 – IBSEN study,

Risk, Safeguarding and Personal Budgets

Research Questions

- Is there any evidence that abuse (including neglect) is more or less likely (or has a different form) amongst PB holders than non-PB holders?
- What is the extent of awareness and understanding amongst safeguarding practitioners and care coordinators (or similar) in local authorities?
- What is the extent, availability and quality of support offered to PB (in particular DP) users or their proxy budget holders?
- What do practitioners, budget holders and their carers consider 'best practice' in minimising risks of abuse?

Quantitative Methods

- Analysis of Safeguarding Adults Annual Reports
- Secondary analysis of national and local data
 - Abuse of Vulnerable Adult (AVA) returns
 - Referrals, Assessments and Packages of Care (RAP) and the Adult Social Care Combined Activity Returns
 - Local data

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Personal budgets 'pose financial risk for councils'

Mithran Samuel
Monday 01 November 2010 12:56



<http://www.communitycare.co.uk/Articles/01/11/2010/115675/personal-budgets-pose-financial-risk-for-councils.htm>

Qualitative methods

- Interviews with:
- Staff: n=16
 - 6 social workers
 - 5 team managers
 - 3 senior managers
 - 2 elected members
- Service users: n= 12 DP/PB holders (40%)
 - 6 people with learning difficulties
 - 5 people who were physically disabled
 - 1 person with mental health and physical problems

Analysis of local and national data

Local Dataset 1

Local Dataset 2

Local Dataset 3

AVA Returns
2010/11 &
2011/12

National
Datasets

Community Care
Statistics 2010/11
& 2011/12

Multiple
deprivation indices

Urban/Rural
classification

Do Personal Budgets and Direct payments increase risk of abuse?

- Analysis of aggregate national data indicates no evidence of a strong relationship between the uptake of personal budgets on the local authority level and the volume of referrals or repeated referrals.
- There are tentative suggestions of a variable distributions of referrals and repeated referrals in significantly rural areas
- On the individual level, the analysis suggests a relationship between receipt of personal budgets, particularly in receipt of direct payment, on the likelihood of an alert to be reported on AVA returns (but not in overall numbers of alerts)
- Analysis of both national and local data indicates no significant relationships between the uptake of personal budgets and cases being substantiated

Nature of alleged abuse

National data findings

- The most common form of alleged abuse in England is physical abuse followed by financial abuse
- No significant relationships between the percentage of users' on personal budgets and the prevalence of allegations of physical, emotional, sexual or financial abuse (except in one site).
- National data analysis points to higher prevalence of referrals with allegations of sexual abuse within wealthier areas

Nature of alleged abuse

Local data findings

- No conclusive relationship between allegations of physical or emotional abuse and personal budgets
- Lower (but not significant) prevalence of allegations of sexual abuse among users in receipt of direct payments or who are on self-directed support
- Significantly higher likelihood of allegations of financial abuse among users on self-directed support but not users receiving direct payments.
- The model also indicates an increased likelihood of financial abuse among users with physical disabilities regardless of whether they receive personal budgets or not.

Relationships of Alleged Abuser to User:

- National data analysis indicates no significant association with personal budgets' uptake
- Local data analysis indicate a positive significant association between receiving self-directed support and the likelihood of alleged abuser being home care staff

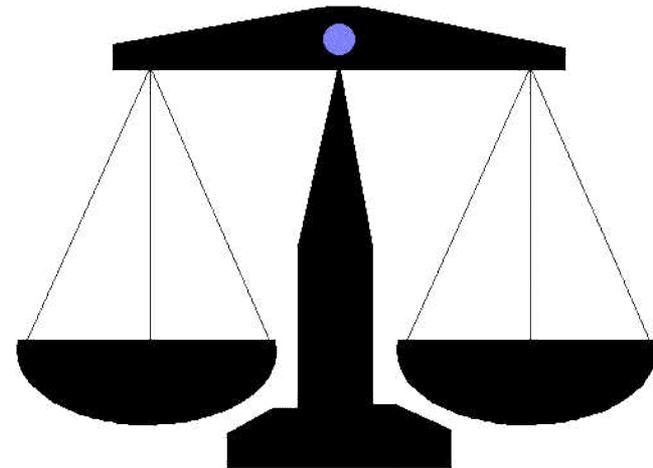
Minimising risks

- Varying control over Direct Payment
 - e.g. offering part of the Personal Budget as a Direct Payment
- DPs as a response to risky situations
- Monitoring and review – financial monitoring
- Building in safeguards – normal practice
 - *if we are satisfied that we believe the person can manage the direct payment or a relative can manage it for them and that relative appears to be suitable, then we will allow the direct payment to go ahead. And that's just part of general practice. 01 Senior manager MS02*



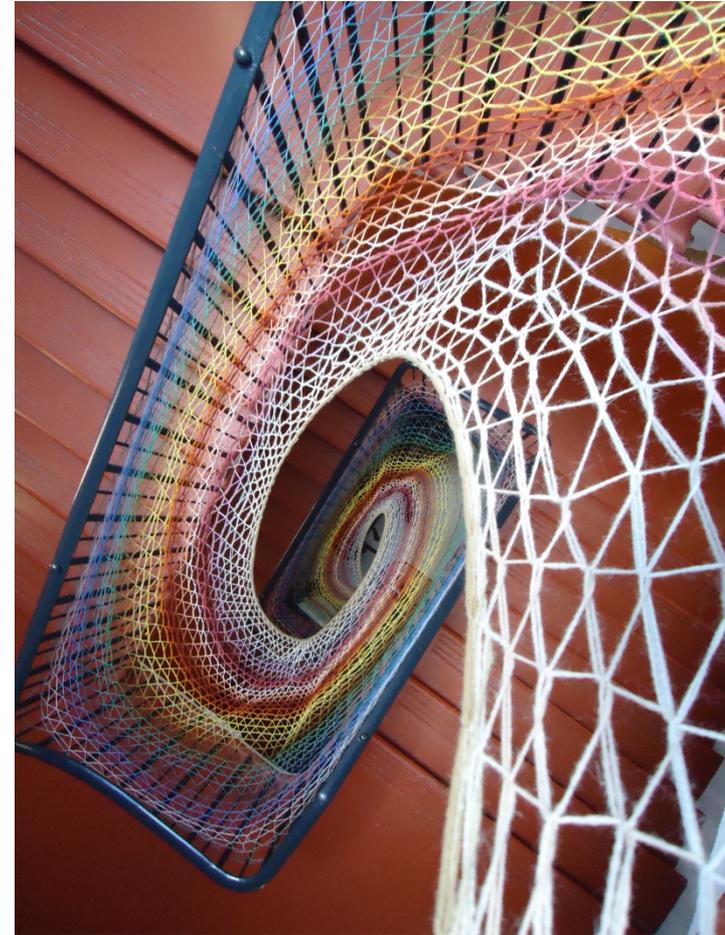
Balancing choice and control

- Important change in the relationships with service users
- Autonomy versus duty of care
 - *I think we need to be quite careful of having an attitude where we say quite blithely that people have a right to make unwise decisions. That is never going to remove the duty of care for local authority.*
02 Team Manager JW03
- Balancing positive and negative risks ('Old fashioned social work?')
 - *So I think it's an interesting area about how you deal with, I don't know if, if risk is about, it's about conflict sometimes, difference, difference of opinion and different view, and that's, yeah, it's a bit of good old-fashioned social work in't it really, you know, working with people to come to, you know, a consensus and a view*
03 Team Manager, FA02



Weaving Safeguarding and personalisation practice

- Timeliness of information given to service users after incidents are reported as safeguarding alerts
- Recommendations about pre-employment checks
- Identifying generic and safeguarding risks
 - *'...So, at that point [initial assessment] it is the more generic risks, not the risks associated with, say, having a personal assistant via direct payment....At the point of support planning, ... that would start to get into the arena of how [to address safeguarding risks]'* 02 Senior Manager JW02



Discussion and conclusion

- Personalisation policy increasingly aimed at individualising risk (Ferguson, 2007)
- Safeguarding policy creates professional responsibility for responding to risk (tension with personalisation)
- The study suggests social workers have professional discretion affecting personalisation policy implementation (Street Level Bureaucrats – Ellis, 2007)
- However, social workers are also managing the tension between safeguarding and personalisation – new forms of care and control
- Support for continued professional involvement in both personalisation and safeguarding
- No strong evidence for increased risks associated with Direct Payments, though some potential suggestive findings worthy of further research
- Discrepancies between local and national data implies a need for nationally collated individual level data on safeguarding and personalisation

Thank you for listening

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