

Older People and Consumer Directed Care in Australia – More Choice or Voice?

Australian Association of Gerontology 48th National Conference

Alice Springs

November 2015

Carrie Hayter

Managing Director

Carrie Hayter Consulting

Purpose

- Critically analyse the concept of choice
 - Competing assumptions and tensions
 - Limitations of policy mechanisms
- Idea of voice
 - Risks and benefits of policy mechanisms that promote the voice

Shifting Policy Landscape – Personalisation

Passive
Clients



Active Citizens

Block
funding



Individualised
funding

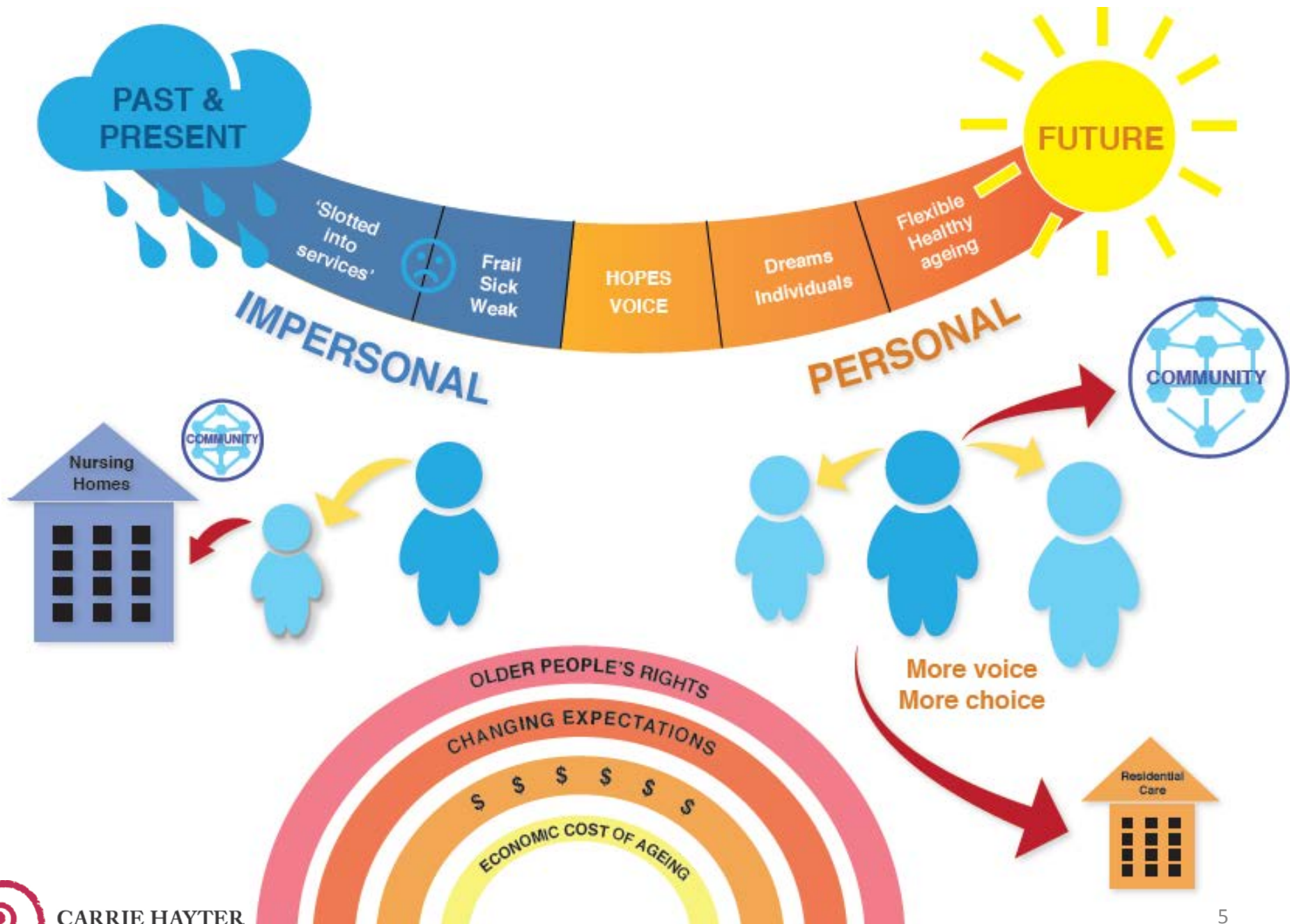
Rigid inflexible,
bureaucratic
services



Flexible
responsive
services

Personalisation Narratives

- Personalisation works, transforming people's lives for the better.
- Personalisation saves money.
- Person- centred approaches reflect the way that people live their lives.
- Personalisation is applicable to everyone.
- People are the experts in their own lives (Needham, 2011: pg 7).



Paradox of Choice

Human Rights Perspective

- Empowerment
- Response to failures of welfare states in meeting individual needs
- Consumer rights/citizenship movements

(Moffatt et al, 2011, Clark, 2006),

Neo-liberal Economic Perspective

- Choice as agency for individuals
 - Efficiency and effectiveness
 - Rational actors choosing and arranging care
- (Osborne and Gaebler, 2003, Greener and Powerer, 2008)

Personhood

'Consumer' as Purchaser

Client

Citizen

Citizen – Consumer

Economic purchasing power

Relationship between client and professional

Social and political rights

Agency

Mechanisms for enacting 'choice' and 'voice'

Market mechanisms via competition (LeGrand, 2007)

Managing self interest (LeGrand, 2007) and voice mechanisms

Enable 'choice' through 'voice' mechanisms (Simmons et al 2011)

Hybrid Choice and voice mechanisms

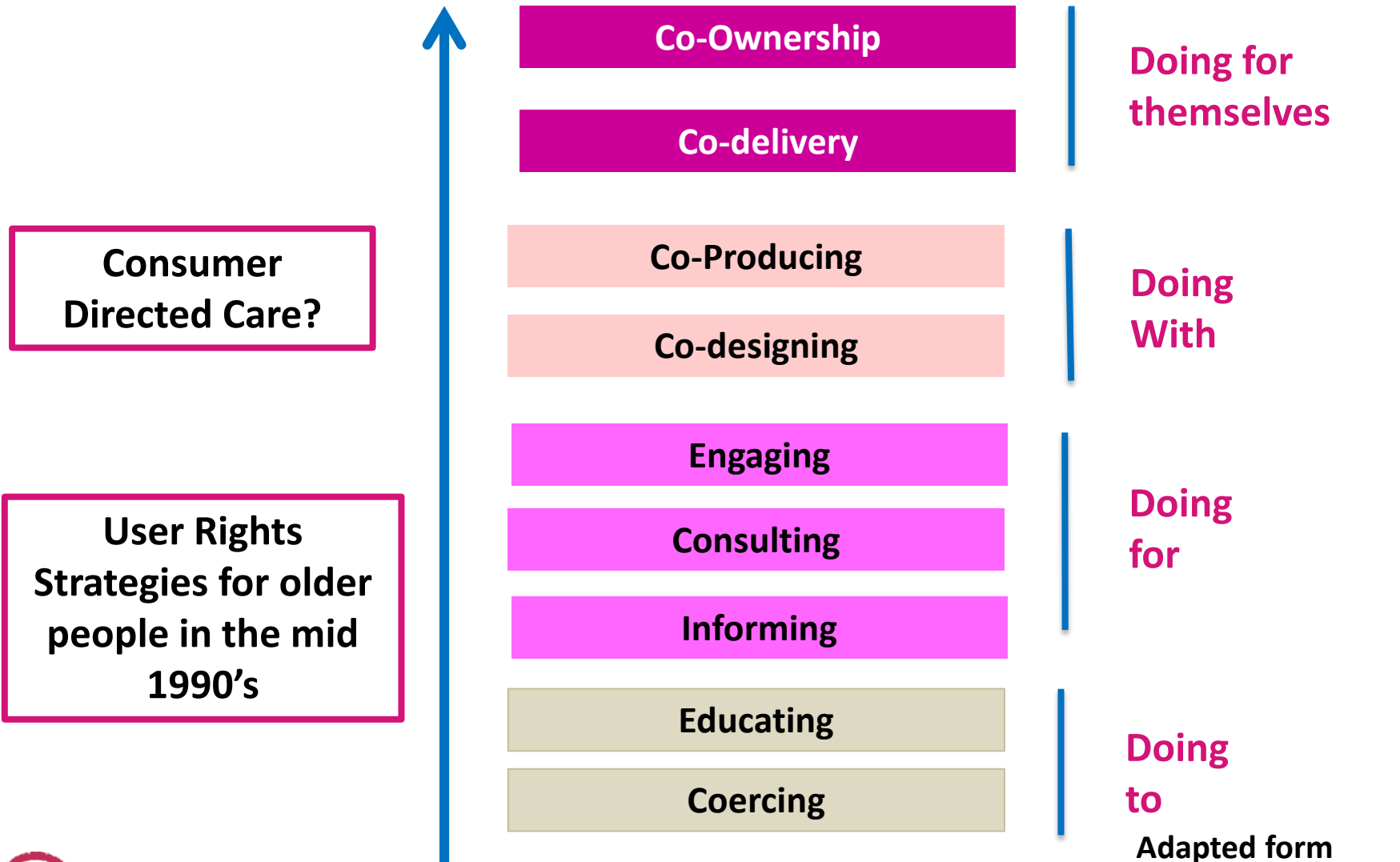
Risks of 'choice' mechanisms

- Older people as 'consumers'
 - Disempowers service users (Barnes and Prior, 1995)
 - Access to economic resources and information (Glendinning, 2008, Le Grand, 2007)
- Marketisation via individualised packages
 - Access and equity
 - Individualised budgets low take up by older people in the UK (Glendinning et al 2008, Moran et al, 2013)
 - Privatisation of care and outsourcing of risks to individuals with limited sense of community
 - Outcomes for older people (KPMG, 2015)
- Workforce
 - Deskilling of the workforce and reduction in pay and conditions (Cortis et al, 2013)

What does having a 'voice' mean?

- Voice
 - Having more say in services
 - Individual or collective voice (Simmons et al, 2011)
 - Voice can go beyond the confines of choice
 - Relationships
 - Connections (Simmons et al, 2011)
 - Exit (Hirschman, 1970)
- Voice mechanisms
 - Complaints
 - Surveys
 - Political activity through voting or lobbying
 - Participation in representative bodies or groups (Simmons et al, 2011)
 - Co-production
 - Co-ownership

Ladder of Participation – Choice and Voice?



Adapted form
Think Public, 2015

Benefits of 'voice' mechanisms

- Citizenship
 - Individual and collective mechanisms (Simmons et al, 2011)
 - Vehicle for politicising older people (MIRCA, 2014)
 - Co-ownership and self help of the older people
- Opportunity for engagement
 - Explore depth of feeling (Simmons et al, 2011)
 - Collective or group response (Barnes & Bennett, 1998)



Risks of 'voice' mechanisms

- Voice mechanisms alone won't change behaviour of providers (Le Grand, 2007)
 - Self interest needs to be managed by competition
- Providers may not 'hear' the voices of older people
 - Ignores power differences between older people and providers (Ottmann et al, 2011).
- 'Organised voice' of older people
 - Diversity of interests



Conclusion

- Paradox of Choice
 - Who, what, when and how (Le Grand, 2007)
 - Constrained choice (Schwartz, 2004)
- Choice about voice
 - Reflect the diversity of service users (Simmons et al, 2011)
 - Creative engagement
- Guided choice and voice
 - Individual and Systemic Advocacy
 - Access to effective information (Needham, 2011)



References

Barnes, M. (2009). Authoritative Consumers or Experts by Experience? User Groups in Health and Social Care In R. Simmons, Powell, M., & Greener, I., (Ed.), *The Consumer in Public Services, Choice, Values and Difference*, . Bristol: The Policy Press

Barnes, M., & Bennett, G. (1998). Frail bodies, courageous voices: older people influencing community care. *Health & Social Care in the Community*, 6(2), 102-111. doi: 10.1046/j.1365-2524.1998.00105.x

Barnes, M., & Bennett, G. (1998). Frail bodies, courageous voices: older people influencing community care. *Health & Social Care in the Community*, 6(2), 102-111. doi: 10.1046/j.1365-2524.1998.00105.x

Beresford, P. (2009). Differentiated Consumers? A Differentiated View from a Service User Perspective In R. Simmons, Powell, M., & Greener, I., (Ed.), *The Consumer in Public Services, Choice, Values and Difference*

Glendinning, C., Challis, D., Fernández, J., Jacobs, S., Jones, K., Knapp, K., Wilberforce, M. (2008). *Evaluation of the Individual Budgets Pilot Program* York: Social Policy Research Unit

Glendinning, C. (2009). The Consumer in Social Care In R. Simmons, Powell, M., & Greener, I., (Ed.), *The Consumer in Public Services, Choice, Values and Difference* Bristol The Policy Press

Greener, I. (2008). Choice and Voice – A Review. *Social Policy and Society*, 7(02), 255-265. doi: doi:10.1017/S1474746407004204

Hirschman, A. (Ed.). (1970). *Exit, Voice and Loyalty Responses to the Decline in Firms, Organisations and States* Cambridge Massachusetts: Harvard University Press

KPMG. (2015). *Formative Evaluation of the Home Care Packages Australia*: Department of Social Services

Le Grand, J. (2007). Choice and Competition In J. Le Grand (Ed.), *Delivering Public Services through Choice and Competition - The Other Invisible Hand* (pp. 38-62)

References

Needham, C. (2011). *Personalising Public Services Understanding the Personalisation Narrative* Bristol, UK Policy Press

Moran, N., Glendinning, C., Wilberforce, M., Stevens, M., Nettens, N., Jones, K., Manthorpe, J., Knapp, M., Fernandez, J., Challis, D., & Jacobs, S. (2013) Older people's experience of cash-for-care schemes: evidence from the English Individual Budget pilot projects, *Ageing and Society* 33, pp 826-851

Ottmann, G., Laragy, C., Allen, J., & Feldman, P. (2011). Coproduction in Practice: Participatory Action Research to Develop a Model of Community Aged Care. *Systemic Practice and Action Research*, 24(5), 413-427. doi: 10.1007/s11213-010-9181-5
<http://dx.doi.org/10.1007/s11213-011-9192-x>

Schwartz, B. (2004). *The paradox of choice - When more is less?* New York Harper Collins Publishers

Simmons, R. (2009). Understanding the Differentiated Consumer in Public Services In R. Simmons, M. Powell & I. Greener (Eds.), *The Consumer in Public Services, Choice, Values and Difference* Bristol The Policy Press.

Simmons, R., Birchall, J., & Prout, A. (2011). User Involvement in Public Services: 'Choice about Voice'. *Public Policy and Administration*, 27(1), 3-29. doi: 10.1177/0952076710384903

Wilberforce, M., Glendinning, C, Challis, D, Fernandex, J-L, Jacobs, S., Jones, K., Knapp, M, Manthorpe, J., Moran, N., Netten, A., & Stevens, M., (2011) 'Implementing Consumer Choice in Long-Term Care: The Impact of Individual Budgets on Social Care Providers in England', *Social Policy & Administration*, 45 (5), 593-612

Contact Details

Carrie Hayter

Email: carrie@carriehayter.com

www.carriehayter.com



@carriehayter



CARRIE HAYTER
CONSULTING