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| <b>7 February 2013</b>   |  | <b>ITEM: 6</b> |
| <b>Health and Well-Being Overview and Scrutiny Committee</b>   |  |                |
| <b>BUILDING POSITIVE FUTURES – PROGRESS REPORT</b>   |  |                |
| <b>Report of:</b> Jo Olsson, Corporate Director of People Services   |  |                |
| <b>Wards and communities affected:</b><br>ALL  | <b>Key Decision:</b><br>Not Applicable |                |
| <b>Accountable Head of Service:</b> Les Billingham, Head of Adult Services   |  |                |
| <b>Accountable Director:</b> Jo Olsson, Corporate Director of People Services  |  |                |
| <b>This report is</b> Public   |  |                |
| <b>Date of notice given of exempt or confidential report:</b> Not Applicable   |  |                |
| <b>Purpose of Report:-</b> <ul style="list-style-type: none"> <li>• To update the Committee on the development of Thurrock’s Ageing Well programme - Building Positive Futures; and</li> <li>• To ensure that the Committee have the opportunity to comment on to the development of the programme as it evolves.</li> </ul> |  |                |

### **EXECUTIVE SUMMARY**

This report describes the development of Thurrock’s Building Positive Futures programme which was established following the report to Cabinet on 7<sup>th</sup> December 2011 on improving cooperation between housing, health and adult social care in order to meet the needs of an ageing population.

The report describes two approaches being pursued to build greater community resilience and more age-friendly neighbourhoods, as well as a programme designed to improve the housing offer for older people including a bid for Department of Health to build 28 new specialised homes for older people in South Ockendon, and plans for the development of prevention and early intervention services.

### **RECOMMENDATIONS:**

**The Committee are invited to note the progress outlined in the report and to comment on the initiatives being undertaken.**

## **1. INTRODUCTION AND BACKGROUND:**

- 1.1 In December 2011 Cabinet approved two major initiatives aimed at improving cooperation between housing, health and adult social care, in order to meet the needs of an ageing population. The aims of the initiatives were to:
1. Prevent inappropriate admissions to hospital and residential care, and to enable residents who do require hospitalisation to subsequently return home in a safe and timely manner. This will be achieved by working with the Council's housing and health partners to develop a more integrated, community-based housing, health and adult social care service;
  2. Broaden the housing choices for older people across all tenures by a) ensuring planning guidance takes full account of the needs of older people, and b) creating opportunities to improve or remodel existing housing for older people so that it better meets their needs as they age.
- 1.2 The Building Positive Futures programme was launched in the February 2012 as Thurrock's response to Ageing Well and to take forward the initiatives approved by Cabinet. A Programme Board of officers has been established to oversee the programme and this has met monthly since June 2012. The Programme Board is a multi-service team drawing together senior managers from across the Council, who are responsible for a number of work streams that have now been established to deliver the programme. They are also responsible for communicating the programme's Ageing Well agenda across the Council, and to external stakeholders and the wider community.
- 1.3 To date the Programme Board has:
- established the Local Area Coordinator (LAC) Steering Group and LAC implementation plan;
  - is overseeing the development of Asset Based Community Development (ABCD) as a new corporate approach to working with communities to build greater community resilience and mutual support;
  - engaged with planners in relation to planning guidance for housing for older people, and in particular how to apply locally the recommendations of The Housing our Ageing Population Panel for Innovation (HAPPI) Report (2009) to ensure that new build specialised housing meets the needs and aspirations of older people now and in the future;
  - contributed to the sub-regional refresh of the Strategic Housing Market Assessment (SHMA) – to ensure that the linkages are made between the Joint Strategic Needs Assessment and the SHMA, particularly in relation to the housing needs of older and vulnerable people;
  - embedded Ageing Well principles and the Building Positive Futures vision in the Health and Wellbeing Strategy;
  - worked with housing colleagues to develop a bid to the Department of Health's Care and Support Specialised Housing Fund, and a regeneration programme of the Council's sheltered housing designed to promote health and well-being for vulnerable adults and older people
  - developed an approach to prevention and early intervention services which will enable more residents to live independently in their homes.

- 1.4 The new White Paper for adult social care; 'Caring for Our Future: Reforming care and Support' published in July 2012 sets out the long term vision for a care and support system. The policy direction of 'Caring for Our Future' is consistent with Building Positive Futures, and many of the approaches being pursued in Thurrock are referenced in the white paper including Local Area Coordination, Asset Based Community Development, and appropriate housing planning policies to meet the needs of older and vulnerable people.
- 1.5 To achieve the vision in 'Caring for Our Future, organisations and services including adult social care, housing, health and local communities and citizens themselves need to come together and work together – this ambition underpins the Building Positive Programme.

## **2. Building Positive Futures – objectives**

- 2.1 Building Positive Futures is a radical transformation programme that will:
- manage demand more effectively by focussing resources and service interventions on people before they reach a time of crisis;
  - confront the issues that impact on poor health and ageing such as unsuitable housing, the design of the urban environment, loneliness and isolation, and fragmented approaches to service delivery;
  - improve community resilience to enable neighbourhoods to become more self supporting; places where people can thrive.
- 2.2 This will be achieved by:
- transforming the relationships between Public Services and citizens, with a new deal based on individuals and communities owning the solutions to the issues they face;
  - changing perceptions of older and vulnerable people who are a huge asset and can enrich our communities.

## **3. Building Positive Futures – *workstreams***

### ***Building Resilient Communities***

- 3.1 Strengthening community resilience to create more age-friendly neighbourhoods is a key element of Building Positive Futures and two strength-based approaches are to be piloted: **Local Area Coordination** and **Asset Based Community Development**.
- 3.2 The **Local Area Coordination** Pilot Programme has identified three pilot areas which are: Grays Riverside; Purfleet; and Stanford-le-Hope. Initial discussions with community representatives have been very positive and they will be involved in the recruitment process for three Local Area Coordinators to be appointed on twelve month contracts.
- 3.3 A robust and pro-active Steering Group is in place and includes representatives from health and mental health services, the third sector, corporate community services, and Healthwatch Thurrock. The Steering Group is advised by the Lead for the LAC Network which is the central point of

reference for LAC development in England and Wales. Community representatives and service users from each of the pilot areas will also be invited to join the Steering Group.

- 3.4 **Local Area Coordination** transforms local systems, stimulating self reliance and support improving outcomes and crucially reducing demand on statutory services:
- Local Area Coordination reverses the current welfare system which starts by providing services and builds dependency;
  - a Local Area Coordinator working with between 50 and 60 people or families provides information and advice to help them solve their own problems;
  - Local Area Coordination asks the right questions – instead of focusing on deficit, it helps people focus on their own vision for a good life, building assets and relationships in order to achieve this;
- 3.5 The introduction of **Local Area Coordination** will effectively offer a new approach, with the Local Area Coordinator working with people to help them find their own solutions, diverting them from formal services, where possible.
- 3.6 If **Local Area Coordination** is to be a success the whole Council including Elected Members will need to be involved, and to understand and promote the approach, especially within the local communities that they serve.
- 3.7 **Local Area Coordination** will initially be provided and available for adults, but any interventions involving families and children will refer to relevant services as appropriate. It is planned that the service will, in time, take in all ages and members of the community.

### ***Asset Based Community Development - Pilot***

- 3.8 Complementing Local Area Coordination, **Asset Based Community Development** transforms the way communities are seen, moving from needs and deficit to a strengths and opportunities model, again with a view to reducing demand on statutory services and to provide solutions which are more effectively produced within the local community. The ABCD approach can be summarised as follows:
- ABCD will work across the whole community, connecting people and networks around common interests and concerns;
  - ABCD starts with a focus on the positive dimensions of community life, and then focuses on leveraging in resources from outside;
  - ABCD is managed by a community builder who identifies community connectors who are voluntary but who have a passion or skill that can be utilised and an interest or concern about their local community that they can help to solve.
- 3.9 A two day Workshop on ABCD will be held on 27 March and 18 April and Directors Board and Portfolio Holders will be invited to identify a range of stakeholders to attend the Workshop to help us get the initiative off the ground.

- 3.10 The **Asset Based Community Development** Pilot, which will be set up after the two day workshop, aims to develop the social connections and networks within a community so as to support people in later life to age well. The Pilot will intentionally build connections between different age groups so that they can be mutually supporting. Evidence for success from the Pilot will be that the community is a more friendly, resilient and self-sustaining place that experiences a reduction in social isolation. The selection of the pilot area will be determined following the two day workshop and will reflect factors such as whether an area has:
- a longstanding identity;
  - higher than average older population;
  - pockets of social isolation;
  - a large number of people living with dementia;
  - a need to build social capital.
- 3.11 In the longer term, **Local Area Coordination** and **Asset Based Community Development** will require a significant shift in how the Council role is perceived and how it works alongside individuals and communities. To be effective, the Council will in the future need to achieve a whole system shift in the way it works with and resources neighbourhoods, through programmes that are co-produced and locally initiated and managed.

### ***Housing for Health and Well-Being***

- 3.12 Housing for Health and Well-Being is the workstream established to address the need for improved housing choices for older people – particularly housing that supports independent living throughout retirement years.
- 3.13 A working group was established in the autumn to identify an appropriate way forward. In late October, as part of the white paper for adult social care; 'Caring for Our Future: Reforming Care and Support', a fund was announced to support the development of specialist housing for older people. The fund offered a tight twelve week timeframe to submit competitive bids and this has been the major focus of work for this workstream. Details of the bid are provided in the report approved by Cabinet on 16 January 2013:  
<http://democracy.thurrock.gov.uk/CmisWebPublic/Binary.ashx?Document=19866>
- 3.14 The design of the **Derry Avenue** scheme will be an exemplar for other schemes for older people, including those by private-sector developers. It will also set new standards and expectations in terms of the co-production approach to management arrangements, and the integration of statutory housing, health and adult social care services with wider community services.
- 3.15 Most notably, the scheme will be linked to the South Ockendon Centre which is part of the Council's wider strategy to promote community leadership and resilience.
- 3.16 In relation to the emphasis on co-production in the proposal for the development of specialised housing in **Derry Avenue**, Thurrock is a partner in

a bid for European funding to create housing and urban environments specifically designed to increase the potential for independent living for older residents. The intention is to bring together stakeholders with technical expertise in urban design together with local residents who, using a number of tools and techniques, can then develop their knowledge of design solutions to benefit their community. The bid, if successful, could significantly enhance the delivery of the Derry Avenue scheme.

- 3.17 In addition to meeting the need for housing for older people, the **Derry Avenue** scheme could, subject to consultation, provide a timely catalyst to kick starting a regeneration programme through a phased approach to development, re-provision and/or decommissioning of sheltered housing. Although the Council's sheltered schemes are well run and largely popular, they were not designed to meet the needs of an ageing population. A number of the sheltered schemes present particular issues for tenants with mobility needs because the first floor flats are not suitable for retrofitting lifts. Housing designed specifically to meet the needs of older adults will help reduce inappropriate admissions to hospitals and care homes and enable more people to age well in their own home.

#### ***Prevention and Early Intervention Service***

- 3.18 Working closely with partners in Housing and Health we are developing a new service, based in the community, that will support people to manage conditions before they reach crisis, and so avoid the need for more intensive, and expensive, acute services. By ensuring the home environment supports well-being, and that Health and Social Care interventions assist residents to manage rather than react to pre-existing conditions, this service will reduce demand.
- 3.19 The Prevention and Early Intervention Services will involve multi-disciplinary teams, comprising health, housing and adult social care staff.
- 3.20 The service would take referrals from housing, and social care services and health services (including GPs), and use predictive case finding for those who do not currently have contact with services. Case responses will include home safety checks, medication reviews, and local area co-ordinators to build and strengthen informal support and community self sufficiency. The service will link other community resources and neighbourhood assets ranging from carers support, Handy Person Services, and Telecare to Intermediate Care beds. It will also work alongside Local Area Co-ordinators to provide a single point of contact for people who are vulnerable through age, frailty, disability or mental health.
- 3.21 In conjunction with the development of the Community Hubs (starting in South Ockendon), it is proposed the Prevention and Early Intervention Service will be fully equipped to support the development of dementia friendly neighbourhoods.

### ***Other transformation initiatives***

- 3.22 Other examples of service transformation under the auspices of the Building Positive Futures programme include:
- the development of 65, purpose built, extra care flats with on site care facilities and support services at Elizabeth Gardens;
  - the use of ex-warden properties as supported housing for people with disabilities so reducing the need for residential care for adults of working age;
  - the launch of Thurrock Lifestyle Solutions, the Social Enterprise run by and for disabled people;
  - the completion of the “double handed” project which has produced significant savings in the provision of domiciliary care;
  - the development of Interim Care facilities at Collins House and the introduction of STAR flats and respite facilities which have reduced the need for residential care and maintained independent living.

## **4. ISSUES, OPTIONS AND ANALYSIS OF OPTIONS:**

- 4.1 Health and Wellbeing services across the UK face a major dilemma. Income is reducing while demand is growing. Business as usual is untenable. Councils, Health and service users agree there is fragmentation and duplication of resource utilisation in the health and wellbeing system and that integration of health and social care is the right way forward. NHS, Social Care and Public Health services are strongly connected across a number of domains. And each is often separately dealing with the same conditions and the same people in their programmes of care.
- 4.2 Many of the traditional methods of making savings such as procurement and back office efficiencies have been fully exploited within individual organisations, leading to diminishing returns. With demand for services increasing, and a worsening financial position across the public sector, the argument for reducing or diverting demand is compelling.
- 4.3 It is clear that the public sector cannot continue to provide services at the level it has in the past and that another solution is needed. The public sector must increasingly look towards individuals and communities to own and resolve the challenges they face, to look to themselves and each other for the support they need.
- 4.4 The need to manage rising demand has meant that services often remain reactive, allowing people to access formal support only when there is a crisis or when needs have climbed above an eligibility threshold. Aligned to this, service design and provision is often on the basis of addressing perceived needs, rather than building on individual strengths, and creates further dependency rather than resilience. The provision of services is still, in many cases disconnected, or stuck in service ‘silos’, (not integrated around people’s holistic needs), and delivered within a series of ‘professional’ contexts, cut off from community activity. And, at the same time as organisations are recognising the importance of individual choice and control and community

empowerment, the constraints of the current financial position can lead to a perception that public sector needs to take tighter control of decision-making and funding.

- 4.5 The recognition of these issues has led to the development of Thurrock's radical and ambitious transformation plan: Building Positive Futures.

## **5. REASONS FOR RECOMMENDATION:**

- 5.1 The Building Positive Futures programme is intended to contribute to the delivery of the Health and Wellbeing Strategy. For this reason Overview and Scrutiny Committee is asked to note progress with planning and implementation and to comment on the initiatives being undertaken.

## **6. CONSULTATION (including Overview and Scrutiny, if applicable)**

- 6.1 Each of the workstreams which comprise the Building Positive Futures programme will require consultation with a range of specific and or general audiences.
- 6.2 The arrangements for consultation will need to be varied in line with the circumstances of the workstream. For example, In relation to the specific development proposals being progressed for the Derry Avenue site, local resident consultation will be needed to inform them of the development proposals. However, meaningful consultation and engagement of the community before the bid deadline of 18 January 2013 was not feasible.
- 6.3 The focus on co-production in the Derry Avenue scheme and in the INTERREG IVB will, if the bids are successful significantly enhance the capacity of the Council to engage the community in planning housing and urban design to make Thurrock a place in which to age well.
- 6.4 Community representatives and service users from each of the pilot areas will also be invited to take part in the LAC Steering Group as a precursor to wider community engagement, and also to be involved in the recruitment of the three Local Area Co-ordinators.

## **7. IMPACT ON CORPORATE POLICIES, PRIORITIES, PERFORMANCE AND COMMUNITY IMPACT**

- 7.1 The Community Strategy and Corporate Plan, the Housing Strategy and the Supporting People Commissioning Plan for Older People's Services 2006 are relevant to the Project.
- 7.2 The Building Positive Futures programme is the Council's response to the fact that the numbers of people aged 80 and over in the UK are expected to double by 2030. In Thurrock alone it is projected that there will be 75% more people aged 85 and over in twenty years time. The programme, announced on 1 March 2012 by the Portfolio Holders for Housing and Adult Social Care involves plans to transform the Council's response to meeting the needs of an

ageing population, to strengthen communities and to update the Council's sheltered housing stock so that it meets the needs of older people today, as well as new build developments such as that proposed at Derry Avenue.

## **8. IMPLICATIONS**

### **8.1 Financial**

Implications verified by: **Sean Clark**  
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**[sclark@thurrock.gov.uk](mailto:sclark@thurrock.gov.uk)**

The actions set out within this report are either already within the budget or, in the case of the Derry Avenue scheme, subject to a grant bid. Should the initiatives be expanded into the future, further reports detailing the financial impact would be required and then managed through the budget setting and MTFS process.

### **8.2 Legal**

Implications verified by: Shahnaz Patel:  
**0208 227 3562**  
**[Shahnaz.patel@BDTlegal.org.uk](mailto:Shahnaz.patel@BDTlegal.org.uk)**

This report describing the work of Thurrock's Building positive Futures programme promotes the very vision of the white Paper for adult social care 'Caring for our future: Reforming care and support' published in July 2012. It sets out the very many initiatives that will improve greater co operation between various organisations and individuals, and break traditional barriers to achieve positive outcomes and provide a complete transformation in the delivery of adult social care.

### **8.3 Diversity and Equality**

Implications verified by: **David Lawson**  
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**[David.lawson@bdtlegal.org.uk](mailto:David.lawson@bdtlegal.org.uk)**

- 8.3.1 Each of the Building Positive workstreams will need to be undertaken with due regard to equality and diversity considerations.
- 8.3.2 In the case of the proposed development at Derry Avenue, this will include adherence to the relevant 'Equality' Codes of Practice on Procurement. These require consideration of the equality arrangements of all companies bidding for any development contract; that they have relevant policies on equal opportunities and be able to demonstrate a commitment to equality and diversity. These arrangements will also be subject to a full review as part of the contract management of the development. The Housing Allocations scheme determines who will qualify for social housing within the borough and how they will be prioritised, and it will determine lettings in the proposed Derry

Avenue scheme. Ongoing monitoring with regards to who is being housed via the new scheme will be implemented. This will include monitoring of equality strand groups.

**8.4 Other implications (where significant) – i.e. Section 17, Risk Assessment, Health Impact Assessment, Sustainability, IT, Environmental**

There are none.

**BACKGROUND PAPERS USED IN PREPARING THIS REPORT (include their location and identify whether any are exempt or protected by copyright):**

- Caring for our future: reforming care and support, HMG 2012
- The Care and Support Specialised Housing Fund Prospectus, October 2012.
- The Housing our Ageing Population Panel for Innovation (HAPPI) Report. Dept for Communities and Local Government, Dept of Health and the Homes and Communities Agency (2009)

**APPENDICES TO THIS REPORT:**

- There are none.

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