

Report of: Cath Roff, Director of Adults and Health

Report to: Adults and Health Scrutiny Board

Date: 5 September 2017

Subject: *Better Lives* strategy refresh

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input type="checkbox"/> No

Summary of main issues

1. The Council's strategy for people with care and support needs is called the *Better Lives* strategy. It includes actions undertaken by the Adult Social Care function but it also includes the wider contribution other council services make to improve the lives of people with care and support needs.
2. The strategy has been in place since 2011 so is due to be reviewed and refreshed. It does not cover all of the functions undertaken by Adult Social Care but acts as more of a business plan that focuses on the key priorities for change.
3. This report includes a brochure at Appendix One that sets out the proposed content of a refreshed *Better Lives* strategy including a "Plan on a Page".

Recommendations

1. Scrutiny Board members are asked to consider the draft strategy and comment on the proposals.

1. Purpose of this report

- 1.1 The purpose of this report is to share with Scrutiny Board members the draft refreshed *Better Lives* strategy provided at Appendix One and invite their comments.

2 Background information

- 2.1 The *Better Lives* strategy was written in 2011 as part of Leeds City Council's ambition that healthy living, social care and age-related care services work well together to make Leeds the best city for health and well-being. It is not the adult social care strategy but rather a whole Council strategy for people who have care and support needs. Its strategic priorities were set out in the Local Account for that year. The Local Account is the name given to Adult Social Care's public annual report.
- 2.2 There has been considerable change over that time which has heralded a period of unprecedented austerity, both for local government and the wider population, seen the introduction of the Care Act 2014, the creation of Health and Well-being Boards, a reconfiguration of much of the council's direct care services and a re-organisation of NHS services to put a greater emphasis on clinical leadership, commissioning for outcomes, reducing health inequalities and population health management in the commissioning of health services.
- 2.2 The strategy had three key themes: *Better Lives* through –
- Housing, care and support
 - Innovation
 - Enterprise

3 Main issues

- 3.1 Leeds City Council has firmly declared its intention to be a compassionate city with a strong economy. People's expectations and aspiration for their lives are changing and this affects how we meet people's care and support needs. It is increasingly clear that our future is intertwined with other strategic partners as we seek to promote people's independence and safeguard people in Leeds.
- 3.2 Reducing funding, demographic pressures and a likely increase in demand for social care as a result of the Care Act are just some of the factors that have shaped this strategy and the framing of a new adult social care offer. This offer proactively targets people who may be at risk of requiring social care services in order to inform them about ways in which they can make themselves more resilient to any risk to their independence and improve their overall well-being.
- 3.3 The new social care offer set out in this strategy seeks to ensure sustainable, fair and equitable service provision for local people which provides a better quality of life and is affordable now and in the longer term.
- 3.4 The proposed strategy seeks to focus our energy on what matters to people and acting swiftly to achieve it. We seek to build and harness the systems, relationships

and resources to support people to live lives that are meaningful, fulfilling and uphold their dignity. We want to ensure that support is provided as close to home and family as possible.

- 3.5 Local Government has a place-shaping role and we must use this mandate to have new and different conversations with our citizens, our communities and our partners to ensure that Leeds can continue to survive and thrive in these unprecedented times. Collaborative leadership will be key in achieving our shared vision for our city.
- 3.6 Executive Board approved the draft refresh to go out for consultation 8 February 2017. Leeds Involving People held a workshop to feed into the objectives of the draft. It has been presented to the Adult Social Care Community Champions and is working its way round our various partnership boards: mental health, learning disability, carers, autism etc. Presentations on the draft strategy has been given at staff meetings and Leeds Older People's Forum for example. It has also been presented at the Provider Network which includes our major NHS providers, the GP federations and Third sector representatives. The "Better Conversations" theme has particularly in-depth promotion and consultation for example with Community Links, Leeds Social Prescribing Group, the primary care development groups for each CCG, Health coaching workshops and Chapeltown Mental Health Wrap Around group to name but a few.
- 3.7 Oversight of the strategy's implementation has been the core business of the Better Lives Board which is chaired by a lead member and includes cross party membership as well as representation from our partner organisations and people with direct experience of care and support services. The Board has recently reviewed its terms of reference and has moved from being a delivery board to an assurance board. Board members particularly like the action plan around the three themes and each Better Lives Board meeting receives a written update on one of the three key themes. There is a rolling programme to report across the year on all three themes. The action plan stays as a live document and it is intended that new actions are added and completed actions taken off as the work progresses.
- 3.8 An important part of the strategy is actually measuring the impact of the strategy and it is suggested this is done through five "I statements". We have used this approach across a number of strategies co-designed with Leeds citizens such as the Age Friendly strategy and the Mental Health strategy. The suggested "I statements" in the strategy are drawn from this previous work.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The refreshed *Better Lives* strategy builds on on-going conversations we have with our partners and citizens through the wide range of partnership boards and joint fora we have. A specific piece of work was led by Leeds Involving People with people with care and support needs which informed the section of the strategy on what a better life looks like.
- 4.1.2 In developing and engaging support for this strategy within the Council a series of engagement events have been held with Best Council Leadership Team (the Chief

Officer Group). This is being followed up by further engaging with Directorate Leadership Teams to identify areas where joint approaches can be developed to meet the aims of the strategy. This report identifies a number of existing areas of joint working, together with further initiatives to explore going forward.

- 4.1.3 The report is being presented to Adults and Health Scrutiny Board as part of the consultation process and members' feedback will form part of the process of finalising the strategy.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An equality impact screening has been undertaken and it has concluded that the strategy does not require a full impact assessment.

- 4.2.2 Where there are specific actions that are likely to have an impact, there will be specific Equality screenings and possibly full Impact Assessments.

4.3 Council policies and the Best Council Plan

- 4.3.1 The draft refreshed *Better Lives* strategy supports the Council's strategic objective to be a compassionate city with a strong economy by setting out how the council's strategic priorities for people with care and support needs. It also is a key part of the delivering the vision of the Health and Well-being Strategy including such key elements as:

- An age friendly city where people age well
- Strong, engaged and well connected communities
- Housing and the environment enable all people to be healthy
- Maximise the benefits from information and technology
- Promote mental and physical equality
- A valued, well trained and supported workforce
- The best care, in the right place and the right time

- 4.3.2 The strategy also supports the Council's Breakthrough projects, notably Making Leeds the Best City to Grow Old In and Reducing Health Inequalities but the approach and the strategies ambitions can have a positive impact across all the projects.

4.4 Resources and value for money

- 4.4.2 The Adult Social Care Directorate has a net budget of £204m in 2017/18 and has achieved a balanced budget for the past two years however this has not been achieved without a programme of continuous transformation and reconfiguration of services. The proposals contained within this report aim not only to achieve increased customer satisfaction but to make best use of community assets thereby making care budgets for those with eligible social needs go further. Leeds has maintained its investment in preventative services, mostly delivered by the Third Sector, and careful monitoring of the impact of the strengths-based approach to social care on Third Sector services will be in place to ensure local services are not over-stretched.

4.4.3 The Quality in Care team will be funded out of the additional 1 % precept that councils have been given permission to levy.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The draft refresh of the *Better Lives* strategy helps deliver the new statutory principle of individual well-being that underpins the Care Act 2014. Local authorities (and their partners in health, housing, welfare and employment services) must take positive steps to prevent, reduce or delay the need for care and support for all local people.

4.6 Risk Management

4.6.1 There are no specific significant risks contained within the report. Adult Social care core business is the identification and management of risk – whether it is someone’s safety through safeguarding or risks to independence through the provision of appropriate advice, information, care and support. Legal advice has been sought in all changes to social work documentation and recording practice to ensure the Council remains Care Act compliant.

4.6.2 All the directorates’ major transformation programmes follow project management methodology and have risk registers that are regularly reviewed and updated.

5 Conclusions

5.1 Leeds has clearly set out its ambition to be a compassionate city with a strong economy. In light of this, the end of major service reviews and the introduction of the Care Act it is appropriate to refresh the *Better Lives* strategy which sets out the council’s priorities for people with care and support needs. The strategy has taken a strong steer from the Health and Well-being Strategy and the Best Council Plan and is congruent with the changes made in Children’s Services.

6 Recommendations

6.1 Scrutiny Board members are invited to comment on the draft refresh of the *Better Lives* strategy.

7 Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the Council’s website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Better Lives strategy refresh 2017 - 2020

What is the *Better Lives* strategy?

The *Better Lives* strategy is Leeds City Council's strategy for people with care and support needs. We first produced a strategy in 2011 and it set out three priorities that we said we wanted to work on:

- Better Lives through enterprise
- Better Lives through housing, care and support
- Better lives through integration

Our strategy doesn't talk about everything we do. It focuses on what we think are the most important things we need to improve on.

It helps us deliver the Council's overarching Health and Well-being strategy which aims for Leeds to be:

"A healthy and caring city for all ages, where people who are the poorest improve their health the fastest"

Here are some of the things we have achieved under each priority:

Enterprise:

- Volunteering - investing £2.4 our 37 Neighbourhood Networks with 1910 volunteers
- Levering resources - partnership with Leeds Older People's Forum brought in £6m to tackle isolation and loneliness through the Time to Shine project
- Exploiting technology - designing solutions with people to make life easier

Housing, care and support:

- Changes models of care to services like Aspire, our social enterprise for learning disability services. Closing some day centres to create Holt Park Active - with a modern, integrated service of day opportunities
- Establishing a recovery model of care in our mental health services in partnership with the NHS and Third Sector

Integration:

- Setting up 13 Integrated Neighbourhood Teams with community health partners
- Having shared posts with the NHS for mental health, learning disabilities, dementia and carers services
- Assisted Living Leeds - offering an integrated service for people with disabilities

Why are we refreshing the strategy?

It is six years since it was first written and lots of things have changed. It is important that our strategy focuses on the things that people with care and support needs say are important to them.

We have been talking to people to better understand what their experience of care services is like and whether we are focusing on the right things.

People told us that:

- It is sometimes difficult to get good advice and information in order to make informed decisions
- When we make changes we do not always explain it very clearly
- People can find it difficult to speak promptly to the person who can help them with their issue and some waiting times at the “front door” were too long
- They can sometimes feel passed around and have to tell their story again
- The assessment process tends to focus on the things people can’t do and misses out the things that people can do for themselves or they can do with help from family or friends
- Our processes are over-bureaucratic and fetter the time staff can spend focusing on solutions
- We are sometimes too quick to offer the usual menu of services rather than think through more creative but simpler solutions
- We often get involved too late in a situation which makes it so much harder to find a good solution
- People are concerned about the quality of care

What do we need to do to make this better?

We have listened to this feedback and identified what we need to do to make this better. This can be summarised as:

- Our starting point is a firm belief that everyone has strengths, no matter what their current challenges are, and that by focusing on people’s strengths as individuals, within their families and as part of their community we can work together to build a better life
- Having different conversations with individuals around “what matters to you rather than “What’s the matter with you”” and “how can we work together to find solutions”?
- Redesigning our “front door” so people can speak to someone who can assist them straightaway irrespective of whether or not they meet formal eligibility criteria
- Positioning our “front door” in lots of different places including community centres, libraries, GP surgeries and community hubs
- Ringing people back to check how our suggestions have worked for them and if they haven’t then to plan with them again

- Thinking about how we can intervene earlier on and who is the best person or partner to do this
- Responding quickly in a crisis and sticking closely to people to see them through a difficult time
- Making the focus of social work assessment and review
- Building much stronger partnerships with primary and community health services and wider council services
- Maximising people's independence, recovery and rehabilitation
- Working closely with partners to ensure no-one goes unnecessarily to hospital or into long term care, especially from an acute hospital bed
- Working with communities and neighbourhoods to harness the assets within those communities to support the people living there
- Having a big focus on improving the quality of all care services so people have confidence in them

Our purpose:

The ambition of the *Better Lives* strategy is:

"To ensure that people with care and support needs are able to have a fulfilling life"

Our five key aims:

- To promote well-being and increase personal and community resilience
- To maximise recovery and promote independence so people can live independently in their own communities for as long as possible
- To improve the quality of life for people with care and support needs
- To provide choice and control for people who have care and support needs
- To ensure value for money and the best use of the Leeds pound

Our guiding principles:

The Better Lives strategy is under-pinned by the following ten **principles**:

1. **Self-determination**: each person should be in control of their own life and, if they need help with decisions, those decisions are kept as close as possible to them.
2. **Direction**: each person should have their own path and sense of purpose to help give their life meaning and significance.
3. **Money**: each person should have enough money to live an independent life and are not unduly dependent upon others.
4. **Home**: each person should have a home that is their own, living with people that they really want to live with.

5. **Support:** each person should get support that helps them to live their own life and which is under their control.
5. **Independence:** People should have the opportunity to learn or re-gain the skills to be as independent as possible
6. **Community Life:** each person should be able to fully participate in and contribute to their community.
7. **Rights:** each person should have their legal and civil rights respected and be able to take action if they are not.
9. **Responsibilities:** each person should exercise responsibility in their own lives and be able to make a contribution to their community.
10. **Assurance:** people should have confidence in the quality of the services the Council commissions or provides directly itself.

Our key commitments to you

We need to build on the approach we embarked on in 2011. Set out below are what we believe should be our **key commitments** to citizens for a reformed care and support system:

- We will listen carefully to understand what makes a good life for you
- We will communicate clearly and in a way that works best for you
- We will listen to, and value, what you, your family, your friends and your community say
- The focus of our intervention will be to facilitate solutions
- We will work with you at a pace that is right for you
- We will actively engage with our local communities, support networks and partners to develop alternative solutions for people
- You will only have to tell your story once and we will make sure our systems and procedures support that
- We will ask your permission upfront to share information to help keep you safe and well
- We will empower our front-line staff to design different solutions with you
- You will not unnecessarily go into long term care and will have time to make informed decisions about your care and support options
- Keeping you safe is paramount: and we will work collaboratively with you and other agencies to manage risk appropriately
- We will work equitably within our resources
- We will actively work with our partners to remove barriers to delivering our services

Our approach needs to operate at four levels:

At individual practice level: working in a different way to help individuals and their families find solutions that build on their strengths and assets

At the service level: building flexible, empowering and responsive services that are delivered in new and innovative ways

At the community level: building and harnessing the strength of resilient individuals, families and communities

At whole systems level: recognising that part of the solution to our challenge rests in collaborative working with our colleagues in the wider public, Third and private sectors. We need to engineer a win-win solution across health and social care to manage demand pressures and to keep people safe and well.

What does success look like: what is a good life?

We have worked with people with care and support needs, carers, partners and staff to build a picture of what the constituent parts of a good life are and this is what people have said:

- Having somewhere decent to live
- Having friends and people who love you in your life
- Having enough money to make choices
- Exercising control over your life
- Living as independently as possible
- Feeling safe
- Participating in society as a contributing citizen
- Enjoying the best quality of life irrespective of frailty and/ or disability
- Having aspirations and hope
- Having fun!

We will judge our success on the following “I” outcome statements which is what we hope people with care and support needs could say about their lives:

Outcome One: *I have access to information and support to live the life I choose for myself*

Outcome Two: *I am able to build on my personal strengths and realise the opportunities that exist within my community to lead a fulfilling, health and active life.*

Outcome Three: *I feel in control of my life and feel safe and as well as possible*

Outcome Four: *I have choice about where I live and who I live with*

Outcome Five: *I have confidence in the people and organisations that provide me with support*

So what are our new priorities?

It is proposed that the refreshed *Better Lives* strategy reframes its purpose around three key themes:

- *Better Lives* through better conversations
- *Better Lives* through better living
- *Better Lives* better connections

Set out below is our action plan for each of the key themes.

Better Lives Action Plan

<i>Better Conversations</i>	
Priority	Task
1. Adopt a strengths-based approach to social work	Changing our conversations with customers to be about “What matters to them” rather than “what’s the matter with them”
	Train all staff, including customer services operators, in the approach
	Set up “Talking Points” - pop-up sessions with social workers in community settings across the city
	Build up community knowledge and make greater use of the Leeds Directory in social work practice
2. Reduce bureaucracy for social workers	Review all documentation and processes to free up time for more face to face work with customers
3. Improve our response when some is in urgent need	Roll out the Rapid Response Team approach which “holds” people for 72 hours, has reduced backlogs and provides more professional support at initial contact point I the customer journey
4. Evaluate the impact of this approach	Work with the Behavioural Insight Team to evaluate the impact of the strengths-based approach at initial contact
	Participate in the National Development Team for Inclusion evaluation as one of 10 local authorities adopting this approach
	Work with people with care and support needs and carers to evaluate the impact of this approach

Better Living	
Priority	Task
1. Extend the housing offer for older people	Develop more extra care schemes using a mixture of council resources and council influence in the market
	Extend the Homeshare service
2. Improve access to appropriate housing for working age adults with care and support needs	Working with the Housing department and Registered Social Landlords to improve access to housing including influencing new developments and bespoke schemes based on the principle of "ordinary lives"
	Work with technology companies to include the next generation of assistive technology into housing
3. Maximise the role of prevention	Continue to invest in a range of Third Sector services in both preventative and direct care
	Recommission the Neighbourhood Networks
3. Maximise the use of technology to improve people's lives	Continue to develop applications and "The Internet of Things" to improve people's safe, well-being and connectedness
	Complete Phase 2 of Assisted Living Leeds development
4. Support carers	Continue to support Carers Leeds
	Undertake a strategic review of short break services
5. Improve take up of Direct Payments and Individual Services	Review and improve the current paperwork and process for DPs and IFSs with an expert-by-experience group

	Develop the Personal Assistant workforce
6. Promote the financial inclusion of people with care and support needs	Continue to work with Leeds Benefit Service to offer a full benefits check
	Promote the Leeds Money Information Service to people with care and support needs
	Continue investment in employment support
	Continue to offer work tasters in Adult Social Care services
7. Develop in-house services	Develop Leeds Recovery Service as an integrated service offering assistive technology, short-term support in the home and recovery beds
	Expand the in-house <i>Shared Lives</i> services to increase the number of carers and therefore services
8. Improve the quality of externally commissioned services	Develop a "One City" approach to quality with the NHS
	Set up the Quality in Care team which will work with the care home sector in the first instance to improve and sustain the quality of care

Better Connections	
Priority	Task
1. Collaborate where working together will improve services	Continue to develop our 13 Integrated Neighbourhood Teams, particularly engaging with primary care services as the NHS develops an accountable care system in Leeds
	Work closely with the Communities and Environment Directorate in the roll out of a strength-based approach to social care including asset mapping and asset-based community development
2. Continue to work with other council directorates and partners to improve the lives of people with care and support needs	Working with colleagues in the Housing department, a range of initiatives are being developed including the promotion of links to Tennant forums, Housing Advisory Panels and the significant community assets already developed by these groups.
	Work with the Parks and Countryside Service to develop design principles for Parks to ensure accessibility for older people.
	Building upon the strong working relationships that the Council has developed with the Police Service to support Safeguarding, Domestic Violence and Community Safety, we aim to work more closely with them to reduce incidence, impact and fear of crime experienced by vulnerable people, particularly by older people. We also aim to work with the Police Service to more effectively support people with dementia to be returned home safely should the need arise.
	Make the most of Leeds Academic Health Partnership, make sure that innovation and learning are closely linked so we build on an evidence base of works well and makes a positive impact on people's lives.

	<p>Leeds City Council has endeavoured to be more enterprising and has encouraged enterprise to be more civic with businesses, both large and small, making a significant contribution to improving the lives of local people through generous corporate social responsibility. We want to build on this, particularly by strengthening links with businesses at a locality level.</p>
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What we want to achieve

5 PASSIONS

1. Promote well-being and personal and community resilience
2. Maximise recovery and promote independence so people can live independently in their own communities for as long as possible
3. Improve the quality of life for people with care and support needs
4. Provide choice and control for people who have care and support needs
5. Ensure value for money and the best use of the Leeds £

5 OUTCOMES

- "I have access to information and support to live the life I choose for myself"
- "I am able to build on my personal strengths and realise the opportunities that exist within my community to lead a fulfilling, healthy and active life"
- "I am in control of my life and feel safe and as well as possible"
- "I can choose where I live and who I live with"
- "I have confidence in the people and organisations who provide me with support"

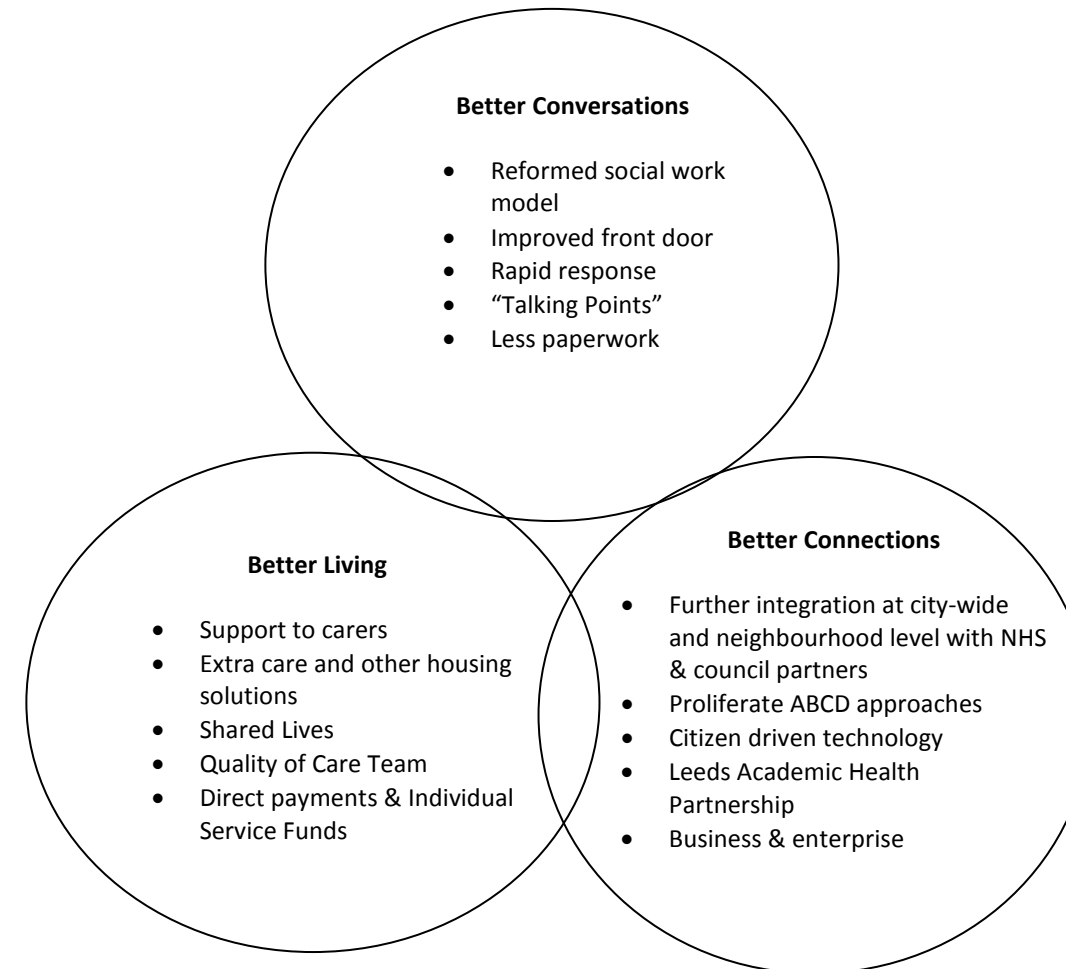
9 PRIORITIES

1. To work with people with care and support needs in a way that builds on their strengths and those of their family, friends and communities through a transformed model of social work and social care
2. To stimulate and harness community assets
3. To enable family carers to remain well, active and energised in their caring role with access to a range of short breaks
4. To increase the opportunities for people to recover and maximise their independence thereby reducing the number of people admitted to permanent care
5. To promote a range of models of care and support to increase the number of people choosing direct payments
6. To increase the amount of Extra Care housing and other models of Accommodation – with - support to reduce the number of people needing a care home placement
7. To support and develop social care providers and the social care market within the city to provide high quality services
8. To work with our partners in an integrated way to improve the health and wellbeing of people within the City
9. To reduce inequalities in health and well-being and to ensure equality of access to social care services

Health and Wellbeing strategy: *Leeds will be a healthy and caring city for all ages. Where people who are the poorest improve their health the fastest*

Vision of the Better Lives strategy: *To ensure that people with care and support needs are able to have a fulfilling life*

How we'll do it



A clear budget strategy:

- Meeting people's needs
- Helping people to help themselves
- Those who can afford it make a contribution

How we'll know if we've made a difference

Better Conversations

1. % of new referrals for social care which were resolved at initial point of contact or through accessing universal services
2. % of adult social care assessments completed in the month within 28 days (all assessments)
3. Numbers / % of carers using social care who receive self-directed support as a direct payment

Better Connections

4. The ratio of people who receive community-based support vs people who are supported in care homes
5. The number of people completing a re-ablement service
6. Delayed discharges from hospital due to social care (per 100,000 population)

Better Living

7. The % of CQC registered care services in Leeds rated as "good" or outstanding
8. % of people who use social care who receive self-directed support as a direct payment (including mixed budgets)
9. Number of permanent admissions to residential and nursing care homes for people aged 18-64 including 12 week disregards
10. Number of permanent admissions to residential and nursing homes people aged 65+ including 12 week disregards
11. Number of new units of extra care housing

Safeguarding

12. The percentage of people with a concluded safeguarding enquiry for whom their outcomes were fully or partially met

Finance

13. Forecast expenditure of Directorate