

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ADULT CARE & HEALTH SERVICES

TO:	HEALTH & WELLBEING BOARD		
DATE:	22 JANUARY 2016	AGENDA ITEM:	13
TITLE:	ADULT WELLBEING POSITION STATEMENT		
LEAD COUNCILLOR:	COUNCILLOR HOSKIN / COUNCILLOR EDEN	PORTFOLIO:	HEALTH / ADULT SOCIAL CARE
SERVICE:	ALL	WARDS:	BOROUGHWIDE
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1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 The Care Act (2014) creates a new statutory duty for local authorities to promote the well-being of individuals. This duty - also referred to as 'the well-being principle' - is a guiding principle for the way in which local authorities should perform their care and support functions. It is not confined to the Council's role in supporting those who are eligible for Adult Social Care, but includes all assessment functions, the provision of information & advice, and the local offer of 'preventative' services.
- 1.2 The Care Act requires councils to have a well-being strategy. The 'position statement' that we have prepared is intended to cover this responsibility whilst we prepare an updated version of the health and well-being strategy for 2016-2019 which will be based on the revised JSNA (due to be presented to the Health & Well-being Board in March). Our Care Act 'well-being principle' responsibilities will be incorporated in this new health and well-being strategy. The revised JSNA will emphasise the importance of prevention, that is, reducing the risk of avoidable disease and disability, and thus will provide a good basis for a comprehensive, Care Act-compliant, health and well-being strategy.
- 1.3 The Care Act also gives the local authority a responsibility to provide or arrange services that reduce needs for support among people and their (unpaid/family) carers in the local area, and contribute towards preventing or

delaying the development of such needs. This is a corporate responsibility, and not one which rests entirely with the Adult Social Care service.

- 1.4 This report presents Reading's local approach to prevention, as stipulated in the Care Act regulations, in the form of a draft Adult Wellbeing Position Statement. The proposal is that the Council's approach to promoting adult wellbeing is developed through public consultation on the draft Position Statement, to include the addition of an Action Plan based on priorities agreed with stakeholders.

## 2. RECOMMENDED ACTION

- 2.1 That the Health and Wellbeing Board agrees to the launch of a public consultation on Reading's approach to promoting adult wellbeing, based on the draft 2016 Adult Wellbeing Position Statement which appears at Appendix 1.

## 3. POLICY CONTEXT

- 3.1 Reading's current 2013/15 Health and Wellbeing Strategy and identifies four goals to achieve the vision of a healthier Reading.  
Goal 1: Promote and protect the health of all communities particularly those disadvantaged  
Goal 2: Increase the focus on early years and the whole family to help reduce health inequalities  
Goal 3: Reduce the impact of long term conditions with approaches focused on specific groups  
Goal 4: Promote health-enabling behaviours & lifestyle tailored to the differing needs of communities
- 3.2 The Care Act in 2014 triggered a refreshed approach to adult wellbeing with significant reforms to the care and support system and a strong emphasis on improving independence and wellbeing. In the same year, the NHS Five Year Forward View set out a new vision for health care, bringing the prevention of illness to the fore. Both documents highlighted the importance of developing integrated models of care to achieve the changes needed for our care system to be sustainable into the future.
- 3.3 Locally, in 2014 the Council articulated a new way of working with local people and across agencies in 'Capable Communities: a framework for change'. This sets out a commitment to achieving cultural change so that we can invest in tackling the causes of inequality, based on the premise that neither public services nor citizens have - on their own - access to all the resources necessary to deliver public goods. Social support within and between communities is recognised as being critical to physical and emotional wellbeing.
- 3.4 Also in 2014, the Council adopted a 3-5 Year Plan for Adult Social Care which:
  - Puts Adult Social Care services within the context of the community and neighbourhood that the person who requires care lives within

- Sees service users who require support as being people who still contribute to their family and community
- Is centred on the person - not the convenience of service providers
- Promotes independence and focuses on what people can achieve
- Values and recognises the central part that carers play
- Safeguards people
- Promotes a good life and a good death

This set out a strategic direction for care in Reading which has, at its heart, practice that highlights re-ablement, recovery and rehabilitation and reduces dependency. Promoting wellbeing becomes key to managing demand under this model. The Council has committed to the effective development of universal services to include provision for people whose needs do not meet the threshold for specialist care services, drawing on community and neighbourhood based resources to help people with lower support needs (and their carers) to remain living at home safely.

3.5 This drive towards more integrated care is taken forward through the Better Care Fund (BCF) initiative with local BCF plans in place from April 2015. The BCF transfers significant portions of NHS and social care funding (£3.8bn nationally for 2015-16) into pooled budget arrangements between local authorities and Clinical Commissioning Groups. The BCF includes a 'payment for performance' framework based on reducing emergency admissions to hospital. In addition, local BCF plans must set targets to reduce admissions to residential and care homes, demonstrate the effectiveness of re-ablement services, reduce delayed transfers of care, and show patient / service user satisfaction with care services.

3.6 Reading Borough Council's Corporate Plan for 2015-18 sets the following priorities for the local authority:

- Safeguarding and protecting those that are most vulnerable
- Providing the best life through education, early help and healthy living
- Providing homes for those in most need
- Keeping the town clean, safe, green and active
- Providing infrastructure to support the economy
- Remaining financially sustainable to deliver these service priorities

#### 4. READING'S APPROACH TO ADULT WELLBEING

4.1 Wellbeing as described in the Care Act is a broad concept. There are nine areas to consider, and each is of equal importance:

- personal dignity (including treatment of the individual with respect);
- physical and mental health and emotional wellbeing;
- protection from abuse and neglect;
- control by the individual over day-to-day life (including over care and support provided and the way it is provided);
- participation in work, education, training or recreation;
- social and economic wellbeing;
- domestic, family and personal;

- suitability of living accommodation;
- the individual's contribution to society.

A holistic approach is necessary to understand individual wellbeing, drawing on the expertise which sits across Council services - and beyond.

- 4.2 The Council provides a great many services which support healthy independent living. These benefit the 'well' population as well as those who are at risk of needing care or who are living with established long term health conditions. Our Joint Strategic Needs Assessment and our Health and Wellbeing Strategy set out our local priorities. The draft Adult Wellbeing Position Statement develops our approach to supporting those residents who have current or emerging care needs, and supporting the unpaid or family carers who are helping to keep people well and independent.
- 4.3 The need to invest in preventative services to delay people's need for social care and health services is widely recognised as key to ensuring that care services are to be sustainable into the future. The challenge of reduced budgets alongside population growth means we need to achieve a significant shift in emphasis across parts of our service offer, and develop our understanding so that we can target our approaches ever more effectively. A major focus now is to identify, at the earliest possible stage, the most vulnerable people in our communities - those who are at risk of poor health and likely to require social care. Reaching these residents must be a priority within programmes that promote people's capacity to maintain an independent lifestyle.
- 4.4 Our vision is to narrow the wellbeing gaps in Reading so that adults affected by care and support needs can access early help and enjoy healthy and fulfilling lives.
- 4.5 In order to realise our vision for adult wellbeing as defined in the Care Act, our proposed key aims are to:
- Embed the wellbeing principle throughout the Council's functions
  - Ensure Reading homes support wellbeing
  - Harness the assets Reading has to prevent care and support needs from increasing
  - Empower people with care needs to self care and to make positive lifestyle choices
  - Support people to prevent their care and support needs from increasing
  - Promote a re-abling approach across care services
  - Ensure people with emerging care needs and unpaid carers can access services that work well together to support people's independence
- 4.6 Our key objectives are in three inter-related categories, often referred to as the 'prevention continuum'.
- Prevent* (primary prevention) - i.e. avoiding poor health and the development of care and support needs
- Reduce* (secondary prevention) - i.e. limit the deterioration in individual wellbeing as a result of illness, disability or frailty

*Delay* (tertiary prevention) - i.e. avoid, or at least delay, the need for intensive support for as long as is safe and appropriate

- 4.7 The evidence base on the outcomes of early intervention, prevention and enablement activities is relatively new and many of the research findings are largely indicative rather than conclusive. Establishing a clear causal link between targeted wellbeing interventions and improved health/care outcomes is a challenge. Developing local schemes against clear criteria will enable us to evaluate these and so develop our understanding of what works and where the benefits clearly outweigh the costs.

## 5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The draft Adult Wellbeing Position Statement builds on and complements several existing strategies, particularly:

- Reading Health and Wellbeing Strategy 2013-16
- Reading Borough Council Plan for Adult Social Care 2014
- Reading Borough Council Corporate Plan 2015-18

The Adult Wellbeing Position Statement does not set out to replace these. Rather, the Adult Wellbeing Position Statement is intended to promote a more cohesive approach to adult wellbeing across the local authority by bringing existing strands of activity together and identifying priorities to ensure we are as effective as we can be.

## 6. COMMUNITY ENGAGEMENT

- 6.1 Reading's vision has been developed with our customers and their families and carers so as to offer people a range of options that aim to maximise independence, strengthen people's connections and enjoyment of their communities and networks of support, and so to defer the need for statutory care.

- 6.2 The Council is committed to working better with residents, and will invite stakeholders to engage with us in developing our approach to adult wellbeing Strategy and an Action Plan to deliver on agreed priorities. This will take the form of an 8 week public consultation. People will have the option of engaging online, through a survey or by taking part in discussion groups. We will focus on engaging people who are likely to be affected by adult care and support needs, i.e. older residents, people with long term health conditions, unpaid/family carers, and care partners across the private, voluntary, independent and statutory sectors.

## 7. LEGAL IMPLICATIONS

- 7.1 Producing an Adult Wellbeing Position Statement will provide the Council with a clear framework for ensuring it is meeting its obligations under the Care Act, i.e. to promote the well-being of individuals, and to provide or arrange services that reduce needs for support from people with care needs and their informal carers, and contribute towards preventing or delaying the development of such needs. The services which the local authority is under a

duty to provide or arrange under the Care Act are broadly defined, as wellbeing will mean different things to different people.

- 7.2 Members are under a legal duty to comply with the public sector equality duties set out in Section 149 of the Equality Act 2010. In order to comply with this duty Members must positively seek to prevent discrimination, and protect and promote the interests of vulnerable groups. Many of those intended to benefit from the priorities set out in the Adult Wellbeing Position Statement will be in possession of 'protected characteristics' as set out in the Equality Act, and the Position Statement therefore has the potential to be a vehicle for promoting equality of opportunity.

## 8. EQUALITY IMPACT ASSESSMENT

- 8.1 The consultation will provide an opportunity to develop an understanding of how the proposed Adult Wellbeing Position Statement might impact differently on protected groups, and will also highlight any concerns or impacts any changes may have. This will help to inform any future equality impact assessment which may be required as part of future proposals.

## 9. FINANCIAL IMPLICATIONS

- 9.1 This engagement exercise will be met using existing resource and will not in itself require additional capital or revenue investment.
- 9.2 Consultation feedback will inform the development of the Adult Wellbeing Position Statement to include an Action Plan, at which point the financial implications of the Position Statement will be presented to the Heath and Wellbeing Board.

## 10. SUPPORTING PAPERS

Appendix 1 - Adult Wellbeing Position Statement 2016: consultation draft