

Prevention: a local framework

Care and support for adults
London Borough of Barking and Dagenham

April 2015

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1. Introduction

Enabling social responsibility is a key priority for Barking and Dagenham, encouraging residents to do as much as they can for themselves.

This means that individuals, with support where necessary from communities and local networks, will be primarily responsible for making their own decisions about their personal life choices and for seeking the advice and information they need to achieve the outcomes they desire. Individuals with the highest levels of need will continue to receive support from statutory agencies such as the NHS and, for those who meet the national eligibility criteria, from the local authority.

Improved social responsibility relies on good community and individual resilience, supported by an effective infrastructure and access to a range of appropriate, high quality local services. This work has started with the development of community hubs and empowerment of local people through better use of local assets such as children's centres, libraries, leisure centres and neighbourhood networks.

The Care Act 2014 provides a new emphasis and role for local authorities and statutory agencies (principally the NHS) to actively promote wellbeing and independence rather than respond only in a crisis. The Act introduces the wellbeing approach and places duties on the Council to ensure that it:

- provides good advice and information as early as possible to support individuals
- helps people retain or regain their skills and confidence and
- works with people to prevent, reduce or delay the impact of needs wherever possible.

This Prevention Framework acknowledges that wellbeing is essentially personal and by no means the same for everyone. The impact of life events may impact very differently on each individual and may influence their wellbeing. Some communities and individuals may have greater or lesser resilience for sustaining wellbeing. Our approach to prevention is therefore flexible, diverse, and responsive to individual need.

To make the approach real, we are developing local care and support so that the delivery of adult social care functions and related services fits with these strategic objectives and legal duties.

2. Legal and policy context

Care Act 2014: the most important piece of adult social care legislation and guidance for a generation. It starts with the principle of wellbeing for the individual and provides a primary focus on prevention (including reducing and delaying the impact of needs).

Children and Families Act 2014: applies to children and young people from birth to 18 years (and to 25 years in the case of young people with special educational needs and disabilities). In combination with the Care Act, this includes preparation for transition to adulthood and adult services from the earliest possible stage.

Health and Social Care Act 2012: the largest piece of health legislation since the creation of the NHS. Part 5 of the Act made provision for the establishment of health and wellbeing boards (HWBs) in each upper tier local authority area and set out their role. It also transferred responsibility for certain public health activities to local authorities, including medical inspection, treatment, weighing and measuring of school children, and the transfer of the school nursing service.

Joint Health and Wellbeing Strategy: the [Joint Health and Wellbeing Strategy](#) explains the priorities the local Health and Wellbeing Board has set in order to tackle the needs identified in the local Joint Strategic Needs Assessment (JSNA – see below). The Joint Health and Wellbeing Strategy translates JSNA findings into clear outcomes the Board wants to achieve which will inform local commissioning, resulting in locally led initiatives that meet those outcomes and address needs. Barking and Dagenham's Joint Health and Wellbeing Strategy is being refreshed concurrently with the development of this framework. The strategic objectives have therefore been aligned to maximise impact and avoid duplicating activity.

Joint Strategic Needs Assessment (JSNA): an assessment of the health and wellbeing needs of the local area, a statutory duty for local authorities and clinical commissioning groups since 2007, and a requirement to use the information for commissioning services. The JSNA process is led by the Director of Public Health and undertaken on behalf of the Health and Wellbeing Board for the Barking and Dagenham area.

3. Scope and definition

This is an overarching framework setting out the London Borough of Barking and Dagenham's joint approach to prevention, making practical the Council's and partners' priority of enabling social responsibility, and ensuring that the borough is compliant with the requirements of the Care Act 2014.

Good prevention starts at the point of initial contact and continues at all stages throughout someone's life and circumstances. Effective and early prevention at any point may **prevent, reduce and delay** more complex health or social care needs and enhances quality of life, as well as saving resources and costs in the longer term. A preventative approach is at the heart of assessment and service provision, ensuring that the focus is on the needs of the individual person, and is closely allied to positive wellbeing.

There is no single definition of what constitutes prevention. It can range from wide scale whole population measures aimed at promoting health to more targeted

individual interventions for one person or a particular group, or to lessening the impact of caring on a carer's health and wellbeing. The Council, through its public health and adult services care and support, carries the primary responsibility for developing and maintaining prevention services.

Who should have regard to the principles of the Framework

- All key care and support strategies including partnership strategies, for example, the Health and Wellbeing Strategy
- Commissioning and contracts, with adult and community commissioning having a specific priority for commissioning for prevention
- In terms of the Council, prevention is not just the responsibility of children's and adults' social care, but is equally the responsibility of others, especially public health, housing, leisure and planning.

Prevention responsibilities in adult social care

The Council's responsibility for prevention applies to all adults including:

- Carers, including those who may be about to take on a caring role or who do not currently have any needs for support, and those with needs for support which may not be being met by the local authority or other organisation
- People who do not have any current needs for care and support, but may have in the near future
- People who pay the entirety of the costs of their care (self-funders) who require information and advice and preventative support to meet their needs
- Adults with needs for care and support, whether their needs are eligible or met by the local authority or not.

4. Aim

The aim of the framework is to:

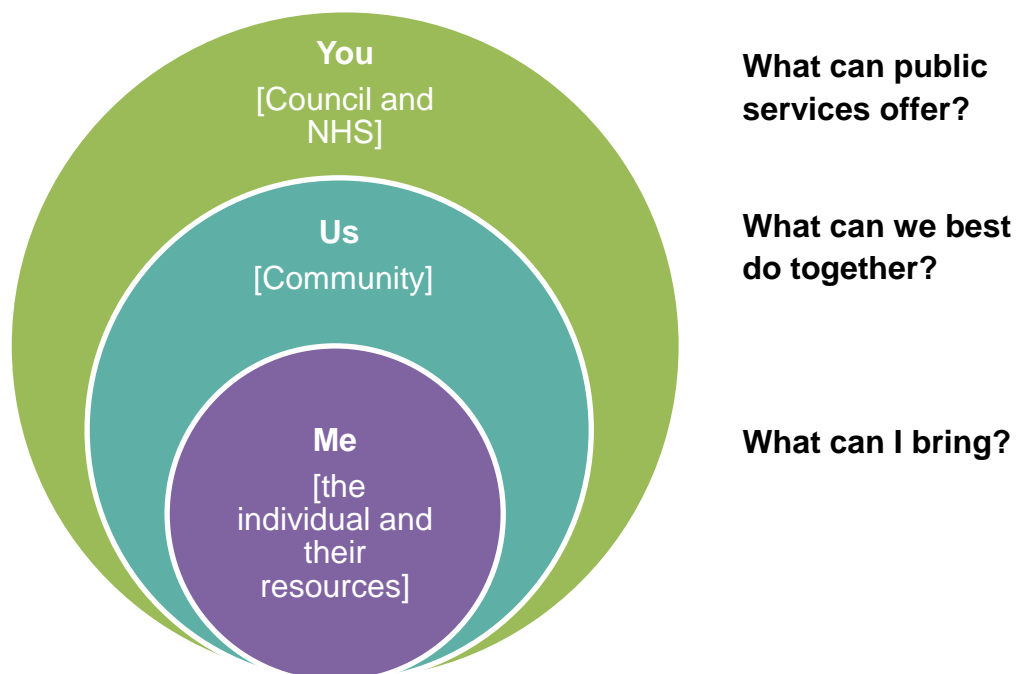
- set out a borough-wide approach to prevention that can be used consistently by all partners working together
- set out how to align the approach with the Health and Wellbeing Strategy and public health priorities
- make practical the approach to enabling social responsibility across the borough while maintaining support to the most vulnerable individuals and their carers, ensuring that the most help is given to those with the highest need at the most appropriate time

- ensure that prevention is taken into account in:
 - commissioning
 - day-to-day interactions for social workers and other health and care professionals
 - priority setting for community based partners and the developing care sector

5. Prevention - the guiding principles

The proposed prevention framework has three guiding principles.

Prevention is only effective when individuals (**Me**), communities (**Us**) and public services (**You**) work together. This promotes the strengths-based approach to assessing needs and supporting people.



Principle 1: Prevention starts with every individual (Me)

The approach starts with the individual – the person who may have needs. This may include the contribution of friends and relatives who are providing care for someone with needs. It means considering what the individual already has to help meet their needs, and what is potentially available.

It is, in some cases, less about money and more about friendships, relationships and other social networks that the person may have built up or those that could be strengthened. It may include social clubs, churches or faith groups.

The starting point for finding out what works best for the individual is best explained by the individual themselves.

Principle 2: Prevention is a job for the community (Us)

The next step is for the individual to ask what the community might be able to offer.

This can achieve real change. Putting **Me** and **Us** together creates the community that underpins effective social responsibility. By bringing together civic pride, individual responsibility and local growth, neighbourhoods across the borough can recreate a sense of community wellbeing.

Principle 3: Prevention: the role of statutory agencies (You)

The statutory agencies, for example, the NHS, Council, police, employment agencies, colleges and schools continue to have duties of care. However, their role is focused on specific population groups, or on people with high levels of need. It is not the role of statutory agencies to find a solution for every need, they cannot do everything, and they are not the first port of call for every situation.

This third step in the prevention pathway is therefore when the individual (**Me**) and the community (**Us**) looks to the statutory agencies (**You**) to find out what additional help can be offered.

As a part of this approach, the Council will begin to set out what it can offer to support individuals and communities as the two central pillars of prevention.

6. Making this happen

The borough already has collective organisational, political, public and partner sign-up to prioritise promotion of wellbeing and development of a preventative approach. This is reflected through our public health priorities, the Better Care Fund, integrated work with the NHS, partnership working with the third sector and commissioning. All this is set within the context of the Health and Wellbeing Strategy, and it is why there is no requirement for a separate prevention strategy.

Taking a preventative approach is not a new initiative or an additional burden imposed on or by the Council and its partners. Instead, the Framework:

- re-emphasises prevention as part of day-to-day business as usual
- embeds the preventative approach in existing services and current initiatives
- sets prevention as a guiding principle in commissioning and service development

Case study

Mr and Mrs M are council tenants. Mrs M has significant mobility issues and receives disability benefit to help manage her condition which has worsened in the past two years.

Ten years ago, they successfully applied to the council to create a parking bay on the front of their property. However, they recently learned that they need to add a dropped kerb if they are to continue using the parking space on their property.

As they are pensioners and will have difficulty in funding the cost, adult social care is working with street and enforcement services to help find a solution which allows Mrs M to continue getting out and about, reduces her isolation and continues to enhance her wellbeing. While a resolution is being sought, enforcement services will allow the couple to continue parking on their property.

Case study

Community Catalysts have been contracted for three years to work with individuals and small organisations wishing to develop services for the adult social care market.

To date, 40 individuals and organisations have been supported to develop an “offer”. Two examples of the wide range of services include:

- *Scrapbooking Memories* in a supported environment which builds confidence and breaks down isolation, through to a community based service for people with complex needs.
- *Whole Body Therapy*, a strength and balance service for people at risk of falls. Its first service option is a community based group session over 14 weeks to build strength and confidence for older people. The second service option is an intensive home service to rebuild skills after a fall/stroke or other similar incident purchased through the individual’s personal budget.

Better Care Fund

The Fund will be delivered in line with the preventative approach, including:

- measures to strengthen our commissioning focus and reduce the emphasis on purely provider led initiatives

- introduction of improved information and advice about the range of services contribution to prevention, and new service initiatives to address risks that are both environmental and those relating to people at risk as a result of their individual needs.

Better Care Fund initiatives in 2015/16 include:

- Prevention mapping: completed with live access via the Clinical Commissioning Group (CCG) to improve links between services, passporting, navigation, understanding and awareness of the role of universal services such as community pharmacy.
- Handyperson scheme: offering a practical solution to people's domestic environment, reducing risks and improving wellbeing.
- Falls prevention: extended reach to people over the age of 75 who may be at particular risk of falling and who are currently not participating in other programmes.
- Reviewing with public health the potential for further targeted activity and resources to support commissioning of further preventative services.

The Better Care Fund provides a preventative focus across partners and agencies.

1. Market Position Statement

Following the development of Barking and Dagenham's Market Position Statement, [The Business of Care](#), in 2014, the Council is refreshing the Statement in 2015 to reflect the preventative approach. Work is already under way and will continue, through Community Catalysts, to support the practical development of micro-providers' contribution to prevention.

Refreshing the Market Position Statement

As services and commissions are reviewed, the preventative approach will be reflected in the work currently being undertaken to help residents find information and advice more easily.

In the past, local people may have looked to professionals to provide information and advice about services to suit their individual circumstances. While this is still available, the model is moving to an approach which empowers the individual. Online sites such as the [Citizens Advice Bureaux](#), the local [Care and Support Hub](#), and the [Community Connect](#) knowledge platform are being developed to help residents access information directly. Community Checkpoints are being launched across the borough where community volunteers will be trained to help enquirers find relevant web based information.

7. Responsibilities of the local authority and partners

Responsibility	Examples of local initiatives
<ul style="list-style-type: none">• Promote wellbeing when carrying out any care and support functions in respect of a person	<p>New approaches to assessment and care and support planning have been put in place to ensure practitioners consider wellbeing and prevention.</p>
<ul style="list-style-type: none">• Maintain a service for providing people with information and advice relating to care and support. This should include information and advice about preventative services, facilities or resources	<p>An information and advice plan has been agreed by the Health and Wellbeing Board to be delivered during 2015/16 as part of the Care Act Implementation Programme.</p> <p>The online Care and Support Hub offers information and advice about care and support services for over-18s in the borough who thinks they need some help to live independently. It is also for people who are caring for someone. It can be used by people outside the borough who want to find information for a relative or friend living locally. The website helps people find information about care and support, and search for local groups, activities and services.</p>
<ul style="list-style-type: none">• Provide or arrange for services, facilities or resources to prevent, delay or reduce individuals' needs for care and support, or the needs for support of carers.	<p>The Joint Assessment and Discharge multi-agency team is based in local hospitals.</p> <p>The local 'commissioning for prevention' approach is in development.</p> <p>The wider Council is involved for example, leisure services and housing, proactively promoting and supporting prevention and wellbeing</p>

Responsibility	Examples of local initiatives
<ul style="list-style-type: none"> Develop a clear, local approach to prevention which sets out how this responsibility will be fulfilled, taking into account different types of preventative support 	
<ul style="list-style-type: none"> Ensure the integration of care and support provision, including prevention with health and health-related services which include housing. Includes a focus on integrating with partners to prevent, reduce or delay needs for care and support 	<p>The Better Care Fund, to be implemented in 2015/16, includes a specific focus on prevention. The fund – at least £3.8 billion across England – aims to ensure that people receive better and more integrated care and support through pooled budget arrangements between local authorities and clinical commissioning groups.</p> <p>In Barking and Dagenham, this has aligned services for 2015/16 with a value in excess of £21 million, including new governance arrangements. The Health and Wellbeing Board plays a central role in overseeing performance, outcomes and in considering additional steps required.</p>

Related documents and activities

- [Health and Wellbeing Strategy](#)
- Leisure Strategy
- [Housing Strategy](#)
- Social care assessment and eligibility pathway
- [Care and Support Hub](#)
- Children’s Centres/Community Hub Strategy
- Troubled Families Programme
- Carers Strategy

8. Equalities and diversity

The London Borough of Barking and Dagenham has seen significant changes in its population in recent years¹. Current trends are expected to continue, leading to a number of challenges for the future:

- The over-85s population is more likely to need an adult social care budget to live independently
- The number of young people turning 18 from 2020 will increase substantially and there is likely to be a corresponding increase in those with a disability

¹ [Joint Strategic Needs Assessment](#)

- The local population has significant health problems, above the London average, for conditions such as heart disease, diabetes and respiratory disease
- Many migrants are coming from poorer countries and are likely therefore to be in poorer health. Changes in the ethnic profile could result in a higher than anticipated increase in the disease burden than is currently predicted
- High morbidity levels
- Increasing levels of dementia.

At the same time, the local authority and its partners are facing reductions in the level of resources year on year. The net adult social care budget 2014/15 was £39,826,000. This includes care and support services purchased by the Council, funding given to people to buy their own support, and in-house services. The adult social care budget was reduced by 7% between 2012/13 to 2013/14 and a further 10% between 2013/14 and 2014/15.

None of these factors should detract from the requirement to support wellbeing and the need to develop personalised preventative approaches.

This means that a new approach is required to ensure the council and its partners have a clear understanding of their roles and responsibilities, and meet the requirements of the Care Act 2014.

9. Next steps

1. Consult on the proposed preventative approach following comments and endorsement by the Health and Wellbeing Board.
2. Build the approach into our public health priorities for action and the Health and Wellbeing Strategy.
3. Use the consultation as the basis for prioritising development of “commissioning for prevention” priorities.
4. Develop the “commissioning for prevention” methodology and scoring system along with a simple process for partners to use to apply to commissioning and contracting. Revise current contracts and develop new contracts to emphasise the preventative approach throughout the care or service pathway.
5. A series of information seminars and briefing sessions will be held to refine the prevention approach and simultaneously amend existing activity.
6. An action plan to review progress based on the above will be presented at the Health and Wellbeing Board in November 2015.

10. Appendices

Appendix 1: Prevention

Appendix 2: Wellbeing

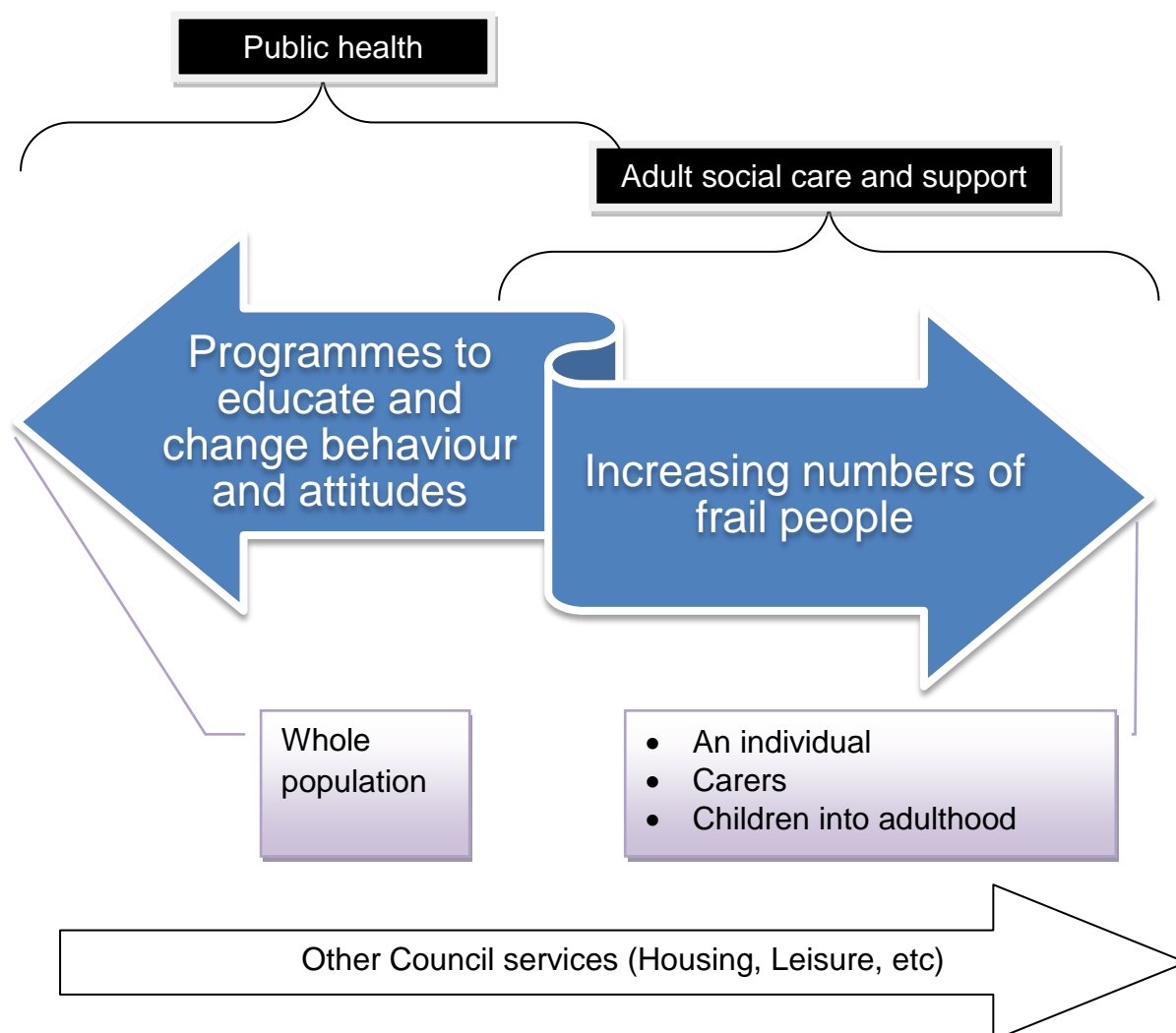
11. Document control

Version 1	Status <i>April 2015 [Draft]</i>	Author <i>Ian Winter CBE, Care Act Programme Lead</i>
Document objectives: To set out the London Borough of Barking and Dagenham's approach to prevention, ensuring that this is compliant with the requirements of the Care Act 2014		
Intended recipients: Health and wellbeing board; staff in statutory and voluntary sector partner organisations, Council Members		
Monitoring arrangements: The framework will be monitored through the performance management framework reporting to the H&WBB on a quarterly basis		
Approving body and date approved Awaiting approval of Health and Wellbeing Board		
Date of issue	<i>April 2015</i>	
Scheduled review date	<i>April 2017</i>	
Lead officer (<i>contact person for the future</i>)	<i>Ian Winter CBE, Care Act Programme Lead</i>	
Path and file name	<i>S:\AB Shared\Care Act 2014\Commissioning\Prevention</i>	

APPENDIX 1: PREVENTION

Promoting wellbeing means developing prevention

- 1.1. At the very heart of the Care Act, and as the most important element of supporting health and wellbeing, are actions and activities that help to develop prevention. This is not about waiting to respond when people reach a crisis point. To meet the challenges of the future it will be vital that the care and support system works as early as possible to support individuals, helps people retain or maintain their skills and confidence, and prevents needs escalating or helps to delay deterioration wherever possible.
- 1.2. The local authority's responsibility for prevention applies to all adults including:
 - People who do not have any current needs for care and support, but may have in the near future
 - Adults with needs for care and support, whether their needs are eligible or met by the local authority or not
 - Carers, including those who may be about to take on a caring role or who do not currently have any needs for support, and those with needs for support which may not be being met by the local authority or other organisation.
- 1.3. There is no single definition of what constitutes prevention. It can range from wide scale whole population measures aimed at promoting health to more targeted individual interventions for one person or a particular group, or lessening the impact of caring on a carer's health and wellbeing. The Council through its Public Health responsibilities and adult services care and support carries the primary responsibility for developing and maintaining prevention services.
- 1.4. The diagram overleaf illustrates the extensive breadth and scope of the Council's responsibilities.



1.5. Prevention is not a single activity or intervention; it should be seen as ongoing and with the capacity for it to be varied according to circumstances.

1.6. Prevention has three core elements set out in the Care Act:

i. Promoting wellbeing

These are aimed at individuals who may have no current health or care and support needs but for whom services, facilities or resources may help an individual, or their carer, avoid developing needs for care and support. It is much more about maintaining independence and reasonable health and promoting wellbeing.

Examples

- The Ageing Well programme has been introduced with an annual membership of £52 per year for residents of the London Borough of Barking and Dagenham who are aged 60 years or over, the equivalent of £1 per week. This membership allows individuals to access the borough’s leisure centres and activities at no extra cost, Monday to Friday, up until 5pm and all weekend. Individuals will have access to swimming, gym, classes and badminton. In addition there are a range of weekly physical activities,

cultural and social activities at a range of venues across the borough in six Active Age centres and a range of community venues and parks across the borough that individuals as well as a number of events activities across the borough all included in this membership.

- Carers of Barking and Dagenham provide information and advice to carers to support them in their caring responsibilities. The support groups and advice enable carers to sustain their caring role.
- Information and activities to support a healthy lifestyle such as walks, bike rides, and so on. This information can be online or from hubs such as libraries and children's centres.
- Information available online about minor or common illnesses and practical information on self-diagnosis and how to use over the counter medicine.
- A self-help directory with contact details of local services
- A comprehensive list of national helplines

ii. **Prevention to reduce needs**

These are more targeted interventions aimed at individuals who have an increased risk of developing needs and where the provision of services, resources or facilities may help slow down or reduce any further deterioration or prevent other needs from developing.

Examples

- The model developed across clusters 1-3 where people with a personal budget use the support of their personal assistants to attend a weekly activity facilitated by the cluster managers. The activity includes a healthy lunch and dance and fitness activities provided by two local micro enterprises and other information around services and opportunities. The average weekly attendance is 10-20 people with a personal budget, and reduces isolation as well as improving the quality of life for the residents.
- In 2013 the Council opened the Relish café in Barking for the community. The café provides an opportunity for adults with a learning disability to gain work experience and interaction with the public to prepare them for further employment opportunities.
- Stop smoking support
- Health checks via pharmacies and GPs

iii. Prevention to delay the impact of increasing social care or health needs

These are activities aimed at minimising the effect of disability or the deterioration of people's conditions where they have an established or complex health conditions (including progressive conditions such as dementia). People may also be supported to regain skills and confidence and manage or reduce need where possible.

These services could also include helping improve the wellbeing of carers by enabling them to continue to have a life of their own alongside their caring role.

Examples

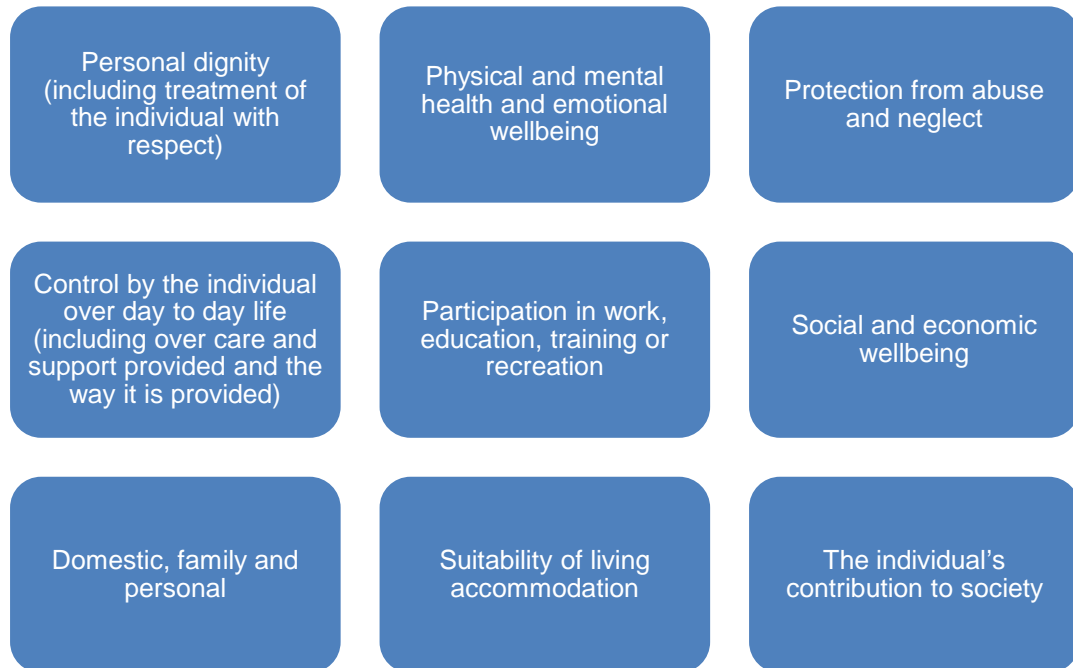
- Social care is delivered through close **working with GPs within six 'cluster groups'**. Each cluster is made up of social workers, support planners, community matrons, district nurses and occupational therapists based around a group of GP practices, and means that people receive better co-ordinated and planned care from both health services and the Council.
- The Council has worked to create a **Joint Assessment and Discharge (JAD) team** with the neighbouring borough of Havering. This service was launched in June 2014 and aims to improve the way people leave hospital into community-based support or to go back to their homes. This is part of our aim for more people to get support they need in the community and their own home rather than in hospital or residential settings.
- Carers of Barking and Dagenham provide a specialist dementia service called **Memory Lane** which provides support for those suffering from dementia and peer support for their carers.

APPENDIX 2: WELLBEING

Wellbeing is an important building block

1.1. Wellbeing is a very broad concept. The Care Act 2014 sets out the following areas:

The key areas of wellbeing



- 1.2. Promoting wellbeing as set out in the Act is at its most relevant to people with care and support needs and their carers. Promoting wellbeing should be considered at every point of involvement with the individual and will start by giving good information and advice and then continue through any assessment, care planning or review.
- 1.3. This means that there must be a shift from the local authority setting a particular service to meet needs. Everyone's needs are different and personal to them. So this is not about fitting the person into services, but rather taking a whole view of the individual and how their needs can be best met, and what they want to achieve.
- 1.4. One individual's wellbeing needs may be very different to another's. So the approach has to be about which elements of wellbeing matter most to the individual concerned. All decisions made by the local authority should be driven by the wellbeing of the individual. Wellbeing is also about resilience, in this individuals and communities are all different.
- 1.5. Independent living is a core part of the wellbeing principle and this includes individuals having as much control as possible of their day to day life, the suitability of living accommodation and their contribution to society –crucially, this requires local authorities to consider each person's views, wishes, feelings and beliefs.

- 1.6. Wellbeing is not abstract or jargon. It is something that affects all of us no matter what our circumstances and must now be considered central to the work of the local authority, the decisions of Elected Members and the commissioning and provision of services.