

Cabinet Decision	
02 May 2017	
Report of: Denise Radley; Corporate Director: Health, Adults and Community	Classification: Unrestricted
Ageing Well in Tower Hamlets: A Commissioning Strategy	

Lead Member	Councillor Amy Whitelock Gibbs, Cabinet Member for Health and Adult Services
Originating Officer(s)	Karen Sugars; Acting Divisional Director: Integrated Commissioning
Wards affected	All wards
Key Decision?	Yes
Community Plan Theme	A Healthy and Supportive Community

Executive Summary

1.1 The purpose of this report is to seek approval for the 'Ageing Well in Tower Hamlets' strategy. The aim of the strategy is defined as: *enhancing the health, wellbeing and quality of life of people growing older in Tower Hamlets – ensuring that Tower Hamlets is a borough where growing older is about retaining your independence and dignity with the assistance of family, friends and the community where necessary but knowing that the right care and support is there if that independence becomes significantly reduced or your changing circumstances mean increased isolation and loneliness.*

1.2 The report provides an overview of the key themes and priorities that have emerged as the work to develop the strategy has progressed and explains the work that is ongoing to develop, in partnership with older people and other stakeholders, planned responses to these key themes and priorities. The report sets out how the Ageing Well strategy relates to a range of other strategies, plans and work programmes being delivered by the Council and its partners. The report also explains how older people in the borough will continue to be involved in the development of the strategy and subsequently in monitoring its delivery.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Note the contents of this report and approve 'Ageing Well in Tower Hamlets: A Strategy for Improving the Experience of Growing Older in Tower Hamlets 2017 – 2020', attached as Appendix 1 to this report.
2. Note that following approval of the strategy work will continue with a range

of stakeholders to finalise detailed implementation plans for each of the ten key themes contained in the strategy.

1. REASONS FOR THE DECISIONS

- 1.1 To approve formally the 'Ageing Well in Tower Hamlets' strategy, which has been developed in partnership with the Older People's Reference Group. Approving the strategy will enable officers to complete work to develop detailed delivery plans for each of the ten key themes set out in the strategy.

2. ALTERNATIVE OPTIONS

- 2.1 The Mayor in Cabinet could decide not to approve the strategy and to ask officers to find other ways of progressing the priorities and ambitions set out in the strategy. This approach would risk, however, a loss of coherence and focus in terms of how individual priorities are progressed and is not recommended for this reason.

3. DETAILS OF REPORT

BACKGROUND

- 3.1 The scope of the Ageing Well strategy encompasses the breadth of responsibilities placed upon the local authority by the Care Act 2014. In summary these responsibilities are centred on:
- maintaining and promoting independence and wellbeing;
 - facilitating the development of a vibrant social care market in the borough;
 - assessing and providing for needs which the authority has a duty or power (subject to available resources) to meet. This encompasses both the provision of a range of services in the community (to enable the individual to continue living in their own home) and the provision of residential and nursing home care when living in your own home is no longer a viable option;
 - safeguarding vulnerable individuals; and
 - working in partnership with the NHS and other stakeholders to deliver integrated and personalised care and support.
- 3.2 The scope is therefore both about what might be described as the core social care responsibilities of the local authority in respect of older people and about a much wider set of activities and programmes that seek to promote independence, wellbeing and quality of life. This latter element of the scope of the strategy provides the rationale for encompassing an age range of 50+, with a particular emphasis on developing ways to support people to remain economically active for as long as they wish and as they begin to prepare for life beyond work.

- 3.3 This broader scope of the strategy means that it needs to address a wide range of themes and priorities beyond the core social care responsibilities, which at a high level mean inclusion of the following:
- Providing high quality and affordable housing options for older people that allow them to remain as independent as possible for as long as possible. This includes continuing to explore the role of different tenure types and new technologies in enabling people to maintain their independence;
 - Community safety and in particular reducing the fear of crime and enabling older people to feel safe when accessing local community resources;
 - Tackling loneliness and isolation;
 - Making the borough 'dementia friendly' by 2020;
 - The provision of information, advice and, where necessary, advocacy support;
 - Income maximisation and economic wellbeing, including reducing fuel poverty;
 - Ensuring that services are equally accessible to all older people irrespective of individual characteristics;
 - Maximising access to the employment market, including the development, with Tower Hamlets Employment Service, of new opportunities to access apprenticeships and learning and development opportunities that support career change and/or re-entry into the employment market;
 - Extending healthy years of life, including extending opportunities to engage in exercise and activities that improve wellbeing;
 - Digital inclusion.
- 3.4 The role of the Ageing Well strategy in respect of these wider themes and priorities is primarily about ensuring that a range of strategies and plans developed by the Council, by the NHS and by other key stakeholders incorporate priorities and actions that reflect the aspirations and needs of the older population in a way that is consistent with, and aids delivery of, the strategy. The relationship between the Ageing Well strategy and a range of other Council strategies and plans is mapped in the draft strategy. The strategy includes a number of specific actions and deliverables, or planned further work, in respect of these wider themes and priorities but only in so far as these are necessary to fill identified gaps in existing arrangements.
- 3.5 An example of how consistency between the Ageing Well Strategy and other strategies and plans is ensured is the way in which consultation on other strategies has been incorporated into the co-production work undertaken with the Older People's Reference Group. Colleagues working on the Health and Wellbeing Strategy, the Leisure Strategy and the Parks and Open Spaces strategy have contributed to the relevant co-production sessions and consultation on the specification for the LinkAge+ service in advance of the re-commissioning of this service has also been incorporated into the co-production sessions.
- 3.6 With regards to the core social care responsibilities of the Council, the key areas of focus for the strategy are as follows:

- Strategic realignment of existing Extra Care Sheltered Housing provision, residential care home capacity and nursing care home capacity to ensure that we have the right balance of resources across these service types to meet current and future requirements. In particular this will include work to ensure that available nursing care home capacity in the borough is sufficient to meet future demand, and that what appears currently to be an excess supply of 'traditional' residential care home capacity can be realigned either as part of the process of ensuring that we have sufficient nursing home care capacity, or to provide additional Extra Care capacity. Extra Care housing is based on a sheltered housing model (in which individuals have their own tenancy) but whereas sheltered housing will typically have support available during office hours, Extra Care housing schemes will typically have on site support 24 hours per day. This core support can then be enhanced by individual packages of care and support to individual tenants and Extra Care schemes are therefore able to offer an alternative to residential care for individuals with significant care and support needs.

This work is likely to include work with Tower Hamlets Together to redesign continuing healthcare beds, and a wider programme of quality improvement activities related to the 'Enhanced Health in Care Homes' NHS vanguard programme and the recently published framework linked to this programme.

- The development of a range of community based and community generated opportunities for older people, particularly those at risk of, or experiencing, loneliness and isolation, to connect with their local communities with the aim that these localised offers provide a direct alternative to accessing traditional day services. Work is being initiated with a number of local stakeholders to develop business plans and to identify funding sources for a range of potential solutions to be trialled on a pilot basis in the first instance. This will include work with local VCS organisations to develop solutions that enhance social value, some of which will have a focus on inter-generational work (both with children and with younger adults). The Health, Adults & Community Directorate will also utilise existing resources already deployed in the community to test and learn new options for engaging with vulnerable older people that build on the valuable work already undertaken by LinkAge+, Idea stores and one-stop shops and a range of voluntary and community sector organisations. All of these activities will utilise an assets based approach to identifying strengths and opportunities at local level and building on these to develop sustainable solutions for local residents and will be consistent with the wider corporate work on localisation;
- Ensuring that the ongoing integration of community health and social care services progressing under the auspices of the Tower Hamlets Together Vanguard Programme, along with the commissioning activities (individual, shared or joint) of the Council and the Clinical Commissioning Group

(CCG) develop in a way that is consistent with, and supports the delivery of this strategy.

- 3.7 Over the past 18 months a series of Joint Strategic Needs Assessments (JSNAs) have been completed or updated, which feed directly into the Ageing Well Strategy and along with other local and national research and analysis provide the core content for the strategy in terms of the current situation and priorities for change and improvement. The directly relevant JSNAs cover:
- Older people (completed October 2016);
 - Loneliness and Isolation in older people (completed January 2016);
 - Falls (updated November 2015); and
 - Last years of life (updated November 2015).
- 3.8 Each of these JSNAs includes a series of recommendations for change. Over the first four months of the life of the Ageing Well strategy detailed action plans for each of the ten key themes set out below will be developed, which will include content explaining progress made to date in responding to the relevant JSNA recommendations and setting out the actions that will be progressed under the auspices of the strategy to ensure that relevant recommendations are appropriately addressed.
- 3.9 In addition to these core JSNA reference points, there are a number of other relevant JSNAs including those for Carers (October 2016); and Mental Health (2012). Alongside the JSNAs, the annual service user survey has been a valuable source of data as has the Census and a range of other local and national research and analysis projects.
- 3.10 The strategy includes a chapter ('What we know, and what people have told us during the development of this strategy: a summary') in which key demographic information and other evidence referred to in paragraphs 3.7 to 3.9 above is summarised.
- 3.11 An early implementation task following approval of the strategy will be action to streamline existing research, consultation and engagement mechanisms to ensure that ongoing co-production of work programmes that support the delivery of the strategy are informed by data sources and engagement activity that is focused, collaborative and ensures that engagement and data gathering does not place onerous demands on local residents or other stakeholders. This work will also include development of local needs projection tools that allow for a more nuanced and accurate understanding of future needs and demand than current nationally developed tools allow.
- 3.12 As the strategy has developed work has been undertaken with a range of stakeholders, including older people, to test emerging themes and priorities and to develop proposals for addressing these themes and priorities. One of the key early pieces of learning from this process was that local residents, as represented by the Older People's Reference Group, have a clear view that there is significant existing evidence about the needs, aspirations and concerns of people as they age, and that the focus of the strategy

development work should be about developing shared solutions rather than potentially repeating work on needs, aspirations and concerns.

- 3.13 To respond to this expressed wish, the co-production focus of the strategy development work was refocused to put increased emphasis on identifying solutions and a series of five workshops were undertaken with groups of older people who have committed significant amounts of time to this work. This group is also committed to maintaining their involvement beyond the development of the strategy by supporting the ongoing monitoring and management of the delivery of the strategy.
- 3.14 A Voluntary and Community Sector workshop, at which the strategy themes were tested and during which ideas for future work to aid delivery of the strategy were developed, took place on the 15th of December 2016. The outputs from this workshop have helped to inform the final draft version of the strategy.

KEY THEMES

- 3.15 Ten key themes have been identified for inclusion in the strategy, reflecting the key themes identified through co-production work with older people and from the various JSNAs and other evidence sources. These ten themes are:
- Key Theme 1: Ensuring that people with longer term health and social care needs experience care and support that is truly personalised to their individual circumstances, strengths and needs, and that optimises their independence.
 - Key Theme 2: Keeping people informed in accessible ways.
 - Key Theme 3: Ensuring that the right housing and accommodation options are available to people as they age.
 - Key Theme 4: Optimising independence and wellbeing: employment, welfare benefit take-up and reducing poverty.
 - Key Theme 5: Optimising independence and wellbeing: Supporting people, as they age, to continue making a positive contribution in our communities.
 - Key Theme 6: Optimising independence and wellbeing: staying healthy and active.
 - Key theme 7: Living well with dementia.
 - Key Theme 8: Optimising independence and wellbeing: Reducing isolation and loneliness.
 - Key Theme 9: Optimising independence and wellbeing: Getting the help and support I need as close to home as possible.

- Key Theme 10: Optimising independence and wellbeing: Last years of life.
- 3.16 The strategy includes a chapter for each of these ten themes with the following common structure:
- Introduction to this theme;
 - Key messages from local and national research and other related strategies and plans;
 - What we are already doing;
 - Our priorities for the future.

GOVERNANCE ARRANGEMENTS

- 3.17 It was originally proposed that a new Ageing Well Strategy Group be constituted to report to the Health and Wellbeing Board and to oversee delivery of the strategy. Engagement with stakeholders, and in particular Voluntary and Community Sector organisations, through the development of the strategy had initially demonstrated support for such a group to be established.
- 3.18 What has also become clear, however, is that such an arrangement risks creating duplication and overlap in governance arrangements just at the point when there is wider work underway to refine governance arrangements across the Council, the CCG and Tower Hamlets Together
- 3.19 An alternative approach, that is consistent with the wider governance work that is underway, is to link oversight of strategy delivery to an existing body, and it has been identified that the Complex Adults Working Group would be the appropriate body for this purpose. To use end of life care as an example, were a separate Ageing Well Strategy Group to be constituted, this group would have an active interest in local progress on end of life care as would the Complex Adults Working Group, creating multiple reporting lines. Giving the Complex Adults Working Group responsibility for oversight of delivery of the Ageing Well Strategy would therefore remove this duplication, while maintaining the reporting line to the Health and Wellbeing Board.
- 3.20 To enhance this governance arrangement an Ageing Well reference group will be developed as a means of maintaining wider engagement with, and commitment to, the delivery of the strategy and as a forum for continuing to develop new approaches and delivery models. In addition, there will be ongoing engagement with the Older People's Reference Group to maintain their role in strategy delivery. This will include work to develop an Equalities Charter to complement the Dignity Charter previously developed by the group.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

London Borough of Tower Hamlets currently supports with services c2,220 people over the age of 65 and spends c40% (£36.355m) of the direct services budget for these clients and their carers. The services provided include

information and advice, preventative services, and care homes and community based services. Various Better Care Fund (BCF) projects provide funding for areas such as hospital discharge and autistic needs.

The Aging Well strategy will enable the council and its health partners to create better services which ensure older people will retain their independence and dignity with the help of community and care and support services. Most of potential changes proposed are being picked up by the joint commissioning strategy. As such any financial impact due to changes implemented by the strategy will be covered within the existing council and health budget supplemented by BCF.

5. LEGAL COMMENTS

The development of the proposed Ageing Well strategy is consistent with the Council's duties under sections 1 through to 7 of the Care Act 2014 ('the 2014 Act'), including a duty to promote integration of care and support with health services and a duty under section 6 to co-operate generally with those it considers appropriate who are engaged in the Council's area relating to adults with needs for care and support. Further, there is a general duty to prevent needs for care and support from developing.

Section 8 of the 2014 Act provides that those eligible needs may be met in a number of ways, including accommodation in a care home or care and support in the home or community. Section 23(1) provides that a local authority may not meet these needs by doing anything which it or another local authority is required to do under the Housing Act 1996.

The Care and Support Statutory Guidance, most recently updated in July 2016, details a person-centered approach, which is consistent with the proposed focus of the strategy.

As to consultation this must comply with the following common law criteria:

- (a) it should be at a time when proposals are still at a formative stage;
- (b) the Council must give sufficient reasons for any proposal to permit intelligent consideration and response;
- (c) adequate time must be given for consideration and response; and
- (d) the product of consultation must be conscientiously taken into account.

The duty to act fairly also means that prior to undertaking a consultation exercise consideration must be given to whether the matter to be consulted on impacts on those with protected characteristics as it does in this case. Therefore the method of consultation needs to be adapted to ensure that those persons are able to respond to the consultation so as to inform the decision making process.

When it comes to approving the Strategy, the Mayor in Cabinet will be required to consider whether the consultation was appropriate and must conscientiously take into account the consultation responses before approving the Strategy.

When preparing the Council's Ageing Well Strategy, regard must be given to the public sector equalities duty to eliminate unlawful conduct under the Equality Act 2010. The duty is set out at Section 149 of the 2010 Act. It requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination (both direct and indirect discrimination), harassment and victimization and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic.

6. ONE TOWER HAMLETS CONSIDERATIONS

- 6.1 The strategy is directly relevant to each of the key aims of the One Tower Hamlets programme and to the four key ambitions in the Community Plan 2015. The strategy is designed to complement the Tower Hamlets Health and Wellbeing Strategy.
- 6.2 An Equalities Analysis has been completed for the strategy, which identifies no negative impacts arising as a result of the strategy being implemented. The analysis is attached as Appendix 2 to this report.
- 6.3 The strategy includes a commitment to work with the Older People's Reference Group to develop an 'Equalities Charter' to complement the previously developed Dignity Charter. It is intended that this Charter provide baseline expectations for services for older people in terms of ensuring that they operate in a way that supports and promotes access by older people with one or more protected characteristic.

7. BEST VALUE (BV) IMPLICATIONS

- 7.1 The ambitions and priorities set out within the strategy are designed to be delivered within existing resources. The body of the report includes detail on how older people have been involved in developing the priorities and ambitions set out in the strategy.

8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 8.1 A number of the key themes included within the strategy are intended to improve the environment of public open spaces within the borough for the benefit of older residents. Officers working on the Council's Open Spaces Strategy and Leisure Strategy participated in relevant workshops during the development of the Ageing Well strategy in order to ensure consistency.

9. RISK MANAGEMENT IMPLICATIONS

9.1 The Ageing Well strategy includes a number of key themes and priorities relating to promoting and maintaining independence for older people, which are intended to support wider efforts to manage demand for social care services as well as enhancing quality of life.

10. CRIME AND DISORDER REDUCTION IMPLICATIONS

10.1 Crime and fear of crime was a key issue identified by older people during the development of the strategy, and is included as one of the key themes. Work on delivering this theme will be taken forward in close co-operation with the Council's Community Safety division.

11. SAFEGUARDING IMPLICATIONS

11.1 The strategy includes a number of key priorities which relate to improving the quality and safety of social care services, and to promote the safety and wellbeing of vulnerable older people.

Linked Reports, Appendices and Background Documents

Linked Report

- NONE

Appendices

- Appendix 1: Ageing Well in Tower Hamlets: A Strategy for Improving the Experience of Growing Older in Tower Hamlets 2017 – 2020.
- Appendix 2: Equalities Analysis

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- NONE

Officer contact details for documents: N/A