

**Health, Housing and Adult Social Care Policy
and Scrutiny Committee**

12 December 2018

Report of the Head of Commissioning (Early Intervention, Prevention and Community Development)

York an evolving Asset Based Area

Summary

1. The report provides an update on the progress to develop an asset based approach in the city, responding to challenges in society, and in particular reflecting the new operating model for Adult Social Care. It highlights key developments and progress made on recognised asset based models and approaches in the city.

Background

2. CYC, led by Adult Social Care, introduced in 2016 a new ‘community operating model’ endorsed by the Council’s Executive, and with the commitment and leadership from our Corporate Management Team. The community operating model supports the council wide vision of supporting people to enjoy healthy, active and independent lives. It is based on enabling people in York to have control over how they manage social care needs with a strong emphasis on the use of personal and community assets and working in partnership, reflecting the principles of co-production. A strong Voluntary, Community and Social Enterprise Sector (VCSE) is key to delivering this agenda, and builds on the Council’s Corporate Plan and key strategic objective of ‘A prosperous city for all’ where local businesses, including community business and enterprise thrive.
3. Our strategic intention has been to move away from our previous model, in which CYC adult social care often intervenes at a point of crisis in people’s’ lives. This often risks creating a dependency between the person and the council. The new model, built on an asset based community development and an early intervention and prevention approach, will use the individual and their community’s capacity to self

care and manage as the first option and encourage active citizenship. Moving to a model based on self care and community assets also underpins the Health, Housing and Adult Social Care Directorate plans to reduce costs, in commissioned community support, residential and nursing care.

4. This is complemented, by a significant workforce development and systems change programme - 'Future Focus' – which is supporting culture change across social care staff regarding assessment and care management. We have commissioned NDTI (National Development Trust for inclusion) to work with us on this programme, reflecting their expertise in the 'Community Led Support' social care model, which is based fundamentally on a coproduction approach. From April this year we have been building up community Talking Points and have now seen over 100 customers (not including 'drop-ins' and carers appointments). Talking Points are community locations that offer residents the opportunity to have a face-to-face conversation with social care staff. The idea is to bring social care skills out into the community, to become more responsive and accessible. The 'booked in' group are residents who after the initial conversation without Customer Access and Assessment Team (CAAT), would have otherwise been put on a waiting list to receive a full social care assessment the average waiting time for which before the project began was around 9 weeks. As a result of offering the Talking Point option, we have been able to see these customers much more quickly; the waiting time for these is currently just over around 8 days as opposed to 9 weeks. This quick response reduces the risk of them experiencing a crisis situation, and enables us to provide a more proportionate response, earlier on in the social care process.
5. This paper focuses on the 'Asset Based Area' framework as a model to consider our understanding of York's position on 10 key points that are recognised as needing to be in place for a whole area to move to asset based working. A number of planning and support models are also explored to help the city make progress on this agenda alongside citizens and cross sector partners

The Asset Based Area

6. In an age of austerity increasing attention is often paid to what councils and the NHS 'cannot' do, making it vital to gain some clarity on what the organisations and people of an area 'can' do. Reflecting principles of co-production, every area and its citizens can achieve more when they

combine their expertise, time, creativity and resources. This approach has been modelled through the development of the new Volunteering and Social Action strategy in the city - People Helping People - and York becoming a City of Service in November 2017, where we work in collaboration with communities and citizens to respond to shared city priorities.

7. Decades of evidence based practice and research shows that this happens best when:
 - Everyone shares an asset based mindset; looking first for what individuals, families and communities can, or could do, with the right support, rather than focussing exclusively on needs and problems
 - Services and organisations are co-produced with the people whose lives they touch. This means that everyone included identifies priorities, co-designs services and systems, and works together wherever possible to co-deliver the work that takes place.
8. Every area, and York is an excellent example of this, already has at least some organisations, professionals and local people who take these approaches, but for them to have a wider and deeper impact, whole systems and areas need to be aligned around an asset-based approach. Many asset based practitioners argue that people can lead that change only when acting as local citizens, not when acting in professional or service leadership roles. Our Cities of Service 'impact volunteering' model has enabled us to explore this and re-imagine social action in the city linked to the People Helping People strategy.
9. Asset based theory suggests that an asset based public body does not have 'customers' (who's only responsibility is to pay taxes), rather it views everyone, including people with long term support needs, as citizens, with rights and responsibilities. Rather than 'providers', asset based areas have partners, who share responsibility for system design and the best use of resources. An asset based area is responsive to need, but always looks for capability and potential. It is confident in the things it can do, and the difference its citizens' skills and expertise make, but it has the humility to recognise its limitations, namely to fix people or communities.
10. The Think Local Act Personal Building Community Capacity Network has produced guidance on Asset Based Area thinking and the key

features of an asset based area, which York has contributed to. It also complements recent work in the region to launch a Strengths Based Charter for Health and Social Care. This report outlines how the Council has developed an asset based approach in Adult Social Care and has in place practice and programmes reflecting the ten key features of an 'Asset Based Area', recognising that enabling and developing such an approach at scale is challenging, but not necessarily complex. The Local Area Coordination programme Leadership Group, Chaired by the Executive Member for Health, Housing and Adult Social Care has explored with partners the extent to which these ten key features are in place in York. It concluded that there is strong evidence of such required programmes and practice, reflecting coproduction across health and social care and a strategic investment in early intervention, prevention and community development, alongside growing focus on how social action can help augment public services and subsequently deliver better outcomes for citizens.

Features of an Asset Based Area:

- Maintains a living **map of local assets** including community groups and charities, social action, services. Private sector and enterprise, buildings and land.
- Actively relocates '**power**' with its citizens, seeing its role as working with, not for, people and bringing individuals and groups together. It sees partnership as its default mode with all its staff and partners trained in asset-based thinking and co-production
- Invests in **early intervention and prevention** and community capacity building, understanding their outcomes and increasing investment in programmes which work.
- Expects all its activities and services to build people's **resilience** and social connections with investment in models which demonstrate this.
- Uses the **Social Value** Act principles by default in all contracting and grant making.
- Builds and sustains **social and community enterprise** to increase the range of support models and accessible activities, in addition to developing and nurturing partnerships with local business.

- Builds **mutualism** and shared ownership, including through use of the Localism Act, which increases year on year the proportion of the public service workforce who have current and lived experience of using services
- Thinks in terms of **neighbourhoods** rather than statutory boundaries, and invests in connecting people within and between those neighbourhoods, alongside developing community capacity using a variety of asset based models.
- Measures all forms of **social action** including volunteering, and increasing investment in them, rather than seeing volunteering as 'free'.
- Has a shared set of **outcomes measures** for changes in people's lives, such as wellbeing, resilience, independence, access to peer support and the ability to self-care. These measures can be used to understand the impact and cost effectiveness of services

Key features of asset-based planning and support models

11. There are a wide range of asset-based models upon which to draw, which York has strategically invested in, reflecting a mix of commissioning and attracting external grant programmes. These recognise that effective and sustainable models tend to:
 - Draw on an evidence base and identified model that can be co-produced with local people.
 - Build local capacity and expertise, rather than relying on outside support.
12. Most approaches start by mapping an area's assets and reflect the approach adopted in York through mapping assets linked to our Ward Committee arrangements and the work of the Health and Wellbeing Board, mapping assets linked to the priorities of the Health and Wellbeing Strategy and in particular the strategic Ageing Well priority. The Local Area Coordinators now operating in seven wards within the city, also undertake a comprehensive community mapping exercise when commencing their roles, to enable them to have excellent knowledge of local activities and groups to connect people to and build greater levels of inclusion and active citizenship.
13. The development of York's Local Area Coordination (LAC) programme is an excellent example of a nationally recognised asset based

approach. LAC is an evidence based approach to supporting people as valued citizens in their communities. It enables people to pursue their vision for a 'good life' and to stay safe, strong, connected, healthy and in control. As well as building the skills, knowledge and confidence of people and the community, LAC is an integral part of system transformation. It simplifies the system and provides a single, accessible, local point of contact for people in their local community. Following the successful pilot in three areas of the city; Tang Hall, Westfield and Huntington and New Earswick , the LAC programme was expanded in September to a further four areas including; Clifton, Haxby & Wigginton, Guildhall and Acomb into Holgate. Since the inception of the LAC programme in August 2017, the Local Area Coordinators who are all 'place based', have now worked alongside over 700 'vulnerable' people, supporting them to take individual action on a journey towards a 'good life' reflecting a person centred approach and action planning on a mix of personal challenges. The top three issues or reasons why people ask to work with a Local Area Coordinator include mental health, social isolation and housing. A series of 'stories' which form one of the key qualitative performance measures for the programme and helping to inform system change, are captured at Appendix 1.

14. York is recognised within the national LAC Network of 13 cities as a high performing area with excellent strategic leadership of the programme and traction in the city. Members of the LAC team have recently returned from the national 'Social Care Futures' Conference where they facilitated workshops in asset based approaches and person centred working. York was also featured in the recent Centre for Ageing Better national report into 'Age Inclusive Volunteering' reflecting links with the People Helping People Strategy. The University of York is currently carrying out an evaluation of the York LAC programme and expects to report the initial findings in early 2019.
15. York's complementary Social Prescribing programme, delivered by York Centre for Voluntary Service (CVS), *Ways to Wellbeing* also continues to develop positively and receive national recognition. The recently scaled up social prescribing service is now expanding relationships with GP practices in the city, reflecting strong links with the Primary Care Home model. Performance continues to be positive and a recent analysis of people who had worked with the Ways to Wellbeing team and benefited from being connected to local voluntary groups and activities, has resulted in a 32% decrease in patients attending GP appointments. This reflects that approximately 30% of people attend GP appointments with non-clinical conditions including worries about debt,

isolation and depression and can benefit from a social prescribing solution. The York LAC and social prescribing teams recently wrote a blog together for the Network, reflecting the collaboration between the two models, and how this is supporting the delivery of positive outcomes for citizens and enabling clear referral routes. The Network blog article is attached at Appendix 2 and York's model has been recognised nationally by the Office of Civil Society as an example of best practice.

16. Both programmes were also commended in the recent CQC System review and recommendations made to sustain and scale up Local Area Coordination reflecting its focus on prevention and co-production. Expansion of LAC and social prescribing is currently being considered through the review of the Better Care Fund and wider funding opportunities potentially available to Adult Social Care, linked to the budget. Members' views on scaling and expansion plans are welcomed, reflecting our remit to deliver the Health and Wellbeing Strategy and Adult Social Care community operating model.
17. CYC Adult Social Care has also partnered with the national Community Catalysts Charity to deliver a project to address a key priority within the Health and Wellbeing Strategy. The Community Catalysts Community Enterprise project will explore how social and community enterprise solutions can be co-designed with citizens to help address loneliness and isolation experienced by older people in the city. York is one of only two areas nationally that was successful in applying to this externally funded programme, by the Esmee Fairburn Community Foundation. Through partnering with Community Catalysts, another of the recognised family of asset based approaches, we are exploring how enterprise can evolve in the city linked to this important priority. The project will run for three years and aims to grow 25 new community enterprises, attract 45 volunteers and work with 200 beneficiaries. Birmingham University are carrying out an external evaluation of the project which will aim to develop a 'business case' for future investment and evidence of the model. Community Catalysts case studies are attached at **Appendix 3**
18. Adult Social Care has also invested in a further two recognised 'asset based approaches' Home Share and Shared Lives Plus. Homeshare matches someone who needs some help to live independently in their own home (householder) with someone who has a housing need (homesharer). In return for low cost accommodation the homesharer provides a minimum of 10 hours of support per week to the

householder. Householders are often older people or people who need support to continue to live in their own homes. They will have some support needs or may have become isolated or anxious about living alone. The idea is that with reassurance and companionship householders will continue to live full, happy and healthy lives. Householders will also be able to pass on their skills and experience to enrich the lives of those that share with them. Homesharers are often younger people, students, or key public service workers who cannot afford housing where they work. They are happy to give their time to support the needs of older people.

19. Homesharing benefits and enriches the lives of both the householder and the homesharer and is a fantastic example of intergenerational working. It is not just about providing support but is also a great way to widen horizons, learn new skills and meet new people. The York Homeshare Coordinator has been in post two months and is currently developing the logistics and governance arrangements for the York project ahead of identifying Homeshare 'matches'.
20. Shared Lives Plus is the UK network for family-based and small-scale ways of supporting adults, often with learning disabilities or poor mental health. Members are Shared Lives carers and workers, and micro-enterprises. They use different approaches to enable people to achieve goals such as: being in control of their services and their lives; pursuing ordinary lives with their chosen families and relationships; and being valued by their communities and feeling like they belong. Once again reflecting principles of co-production, Shared Lives supports asset based thinking around active citizenship, contribution and inclusive communities. The new Shared Lives Worker will commence their new role in December 2018.
21. Adult Social Care has also invested £225,000 over three years through the Ward Committees, which have been distributed in grants to help deliver health and social care outcomes. This has positively resulted in a variety of local social action projects being developed, including a number of befriending schemes, grants to Voluntary and Community Sector (VCS) groups and support to community activity including coffee mornings and social connection activity helping to address loneliness and isolation. Following an analysis by the Communities and Equalities Team, and after a slow start, approximately £360,000 has now been

invested in health and wellbeing projects, which is more than the original direct investment from Adult Social Care budgets.

22. This more focussed ward investment and development of associated prevention type projects, benefited from a series of Ward Committee workshops delivered on the Local Account and Ageing Well during 2016 / 2017. Facilitated by the Head of Commissioning (Early Intervention, Prevention and Community Development) this also included a mapping of existing activities that addressed loneliness and isolation, reaffirming this as a local ward priority in 17 of our 21 wards. Recent evaluation of ward committee projects using the 'social value' research engine developed by 'Rose Regeneration' consultants and utilised by the Communities and Equalities team, has identified 'social return on investment (SROI) figures of between £2 and £12 for every £1 invested. The ward arrangements and associated project development reflect the council's focus on 'neighbourhoods' community capacity building and maximising of social value in our local commissioning arrangements, all key features of the 'asset based area'.
23. Adult Social Care has also commissioned the Arts and Culture Partnership to explore the role of cultural prescribing in the city. Reflecting the significant expertise and skills of the cultural and creative industries in the city, organisations have been mobilised more directly around the delivery of ageing well outcomes. This two year programme has seen the development of a variety of activities in the city enabling older people to connect with cultural opportunities and improve their health and wellbeing. This has included singing and dance to promote wellbeing outcomes and 'culture on prescription' through improved marketing and communications. The Partnership presented their year one findings to the Health and Wellbeing Board in 2018 and are currently delivering year 2 of the programme. Members of the partnership are hoping to secure Arts Council funding to sustain their work. The partnership also funded the development of the community mural and co-designed Live Well York logo.
24. A further 'impact volunteering' project highlighted within the People Helping People Strategy is Goodgym which also applies asset based thinking within its approach and how it can contribute to ageing well. GoodGym encourages volunteering by channelling the energy that people spend on exercising and turning it into positive social action, alongside tackling loneliness and social isolation. It arose out of frustration with normal gyms being a waste of energy and human potential. In the model, runners sign up to get fit by doing physical tasks

like manual labour for community organisations, preceded by group runs to get there. Goodgym also offers committed runners the chance to do regular runs to make social visits to isolated older people who act as 'coaches' – motivating someone to run on a cold winter's day when they might not have otherwise. We are currently exploring wider development opportunities with GoodGym including a 'home from hospital' project to support people leaving hospital to be welcomed home safely and have household tasks completed including furniture adaptation supporting reablement.

25. GoodGym has been running in York since January 2017 and is the fastest growing group in the country and going from strength to strength. The group regularly attracts over 50 runners each week and will be fully self sufficient and sustainable by year two. Impact metrics and outcomes are impressive. To date:

- 86 missions to help older people facing issues of loneliness and isolation have been made, including gardening tasks or help around the home.
- 140 group runs to community projects including helping the renovations of community centres, schools and green spaces in the city
- Nearly 200 'coach' visits to an isolated older person, where the Goodgym runner befriends an older person
- 93% of isolated older people feel more connected after being visited by a Goodgym runner
- 92% of runners agree that Goodgym increases their motivation to exercise.

26. The new operating model also includes the provision of high quality information through a range of channels including the development of a new 'citizen wellbeing portal' [Live Well York](#) as a community based website for Adults and Families. The website can be used to find information and advice, discover hundreds of local groups and activities and find out what events are happening across York. It also provides a directory of services and products to meet individual needs. The site is particularly useful to Prevent, Reduce Delay need for statutory services as well as provide information for Self Funders and people receiving Direct Payments but is also designed to be useful to all citizens of York. The site has been designed in partnership with citizens, Age UK York,

Healthwatch York, York CVS, York Explore, York Mind, Vale of York CCG and the City of York Council.

27. Live Well York has been available to the public since February 2018 as part of the development phase leading to a full launch in January 2019. It delivers against the Care Act 2014 requirement to provide good quality information and advice to all citizens of York. We have deliberately taken a phased approach in the development of the site to ensure we are confident in the quality aspect of the content. It meets AAA Accessibility Standards, there is a named editor for each page and the pages have been checked by the readability group from Healthwatch York to ensure it is in plain English. The average star rating on the quality of the content is 4.28/5 (based on 731 individual feedbacks).
28. The site consists of over 450 community activities and 75 events per month with the more recent service and product directory starting to build. It is already used by around 1,000 new people per month which compares favourably with other local authority sites, particularly considering its early phase of development. We are now at the stage of raising the profile of the site including producing publicity material, setting up a twitter account and have carried out drop-ins for over 115 staff to ensure confidence in site navigation. The questions we get asked the most is about accessibility of information for people that do not use/do not have access to the internet. York Explore is one of our partners and the libraries alongside other community hubs provide access to internet and printing, in addition the Council will print and send personalised booklets on request. Practitioners, family and friends can also produce a personalised booklet from any of the pages in the site which can then be printed or requested to be printed in large font or another language.

Future Development

29. As set out earlier in the report, the wide range of asset based models and approaches we have described is not an exhaustive list. As ultimately all services can be offered in ways which aim to help people:
 - to build and maintain family and social connections and relationships above, there are several work streams that support
 - To build their confidence, knowledge and resilience

However, the Council through in particular Adult Social Care's evolving 'community operating' model is demonstrating a systematic and

strategic approach to developing an 'asset based approach' in service design and its co-productive relationship with citizens. This is further complemented across the city through our work with partners on the People Helping People social action strategy and Cities of Service status, reflecting its core principles of Leadership, Deliberation, Collaboration and Results.

30. There are numerous ongoing debates about asset based approaches. Definitions of 'community' range from being place based to seeing communities of interest as more important. Some asset-based thinking is also very sceptical of the ability of organisations, particularly large organisations, to behave in a genuine asset based way and there are concerns that the language could be selectively appropriated to justify funding reductions for traditional services. Asset based approaches require a significant investment of time and resources, and whilst they may result in reduced demand for state services, they cannot be introduced successfully with that aim.
31. Members in their own 'community leadership role' are key to supporting and facilitating this narrative and ongoing work with the communities that they represent, reflecting a different relationship between citizens and the state. The council's ward arrangements are also evolving to reflect this, exploring how social action and an asset based approaches within the city can enable the delivery of co-designed public services, alongside specific programmes like our Enabling Social Action Partnership status.
32. The new national Civil Society Strategy launched in August by Government alongside the Jo Cox Loneliness Strategy *A Connected Society*, fundamentally recognise these challenges. The Civil Society strategy is intended to help government strengthen the organisations, large and small, which hold our society together. It hopes to convert into action, the argument at the core of the strategy, that the complex challenges facing society cannot be solved by the government alone, but by bringing the energy and resources available across society together. The strategy reflects a vision of a UK with better connected communities, more neighbourliness and businesses which strengthen society. With technology enabling strong communities rather than enabling disconnection and isolation. A more connected society in which everyone can (and should have the right) to play their part.
33. Much of this evolving national policy thinking reflects York's own direction of travel to becoming a genuine 'asset based place' and

complementary narrative within the People Helping People strategy. This is something that should be celebrated, recognising York's best practice and leadership in this area and the Council's own leadership role as a 'City of Service'. Members view on how we can continue this narrative with communities and raise the profile of York's best practice amongst our citizens are welcomed.

Council Plan

34. These proposals support the council plan priorities in ensuring that we listen to residents and provide support services to those who need them and that vulnerable people stay safe and are protected from harm. It also supports the commitment to review adult social care, through exploring more deliberate co-production with citizens and the role of social action in co-designing services.

Implications

35. The proposals are key to CYC's delivery of its responsibilities under the Care Act 2014 and to ensuring this is done within the necessary budget.
 - **Financial:** There are no direct financial implications associated with this report as the funding associated with the programmes and Adult Social Care teams that have been referenced as examples of asset based approaches have been dealt with through other Executive reports and programme management arrangements associated with external funders. Naturally, the planned strategic expansion of Local Area Coordination will require further reports to be travelled through the Executive.
 - **Human Resources (HR);** There are no HR implications associated with this report
 - **Equalities:** The asset based approaches referred to in the report have at their heart principles of equality, diversity and inclusion, reflecting their strong value base and focus on social justice.
 - **Legal:** There are no legal implications associated with this report
 - **Crime and Disorder:** There are no crime and disorder implications associated with this report
 - **Information Technology:** Digital inclusion issues have been addressed within the Live Well York project and build on our

Information and Advice strategy and comprehensive research into digital exclusion in society

- **Property:** There are no property implications associated with this report
- **Other:** There are no 'other' known implications associated with this report

Risk Management

36. Whilst not a key policy driver, the asset based approach and associated programmes outlined in the report will help mitigate against potential budgetary and performance risk for the CYC.

Recommendations

37. Members to note the progress made on the evolving asset based approach in the city and its role in the delivery of adult social care 'community operating model'.
38. Comments are welcomed on how Members through their own 'community leadership' role and through 'scrutiny arrangements' can support this ongoing narrative with communities.

Reason: To inform Members of the evolving asset based approach to supporting wellbeing.

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Approved



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Wards Affected:

All



For further information please contact the author of the report

Background Papers:

Civil Society Strategy – Building a Future That Works for Everyone

Appendices

Appendix 1 – Local Area Coordination ‘stories’

Appendix 2 – Ways to Wellbeing and LAC Blog for National LAC Network

Appendix 3 – Community Catalysts Enterprising Communities York Story

Abbreviations

AAA Accessibility Standards

CAAT- Customer Access and Assessment Team

CYC – City of York Council

CQC - Quality Commission

GP - General practitioners

LAC - Local Area Coordination (LAC)

NHS - National Health Service

NDTI - National Development Trust for inclusion

SROI - Social Return on Investment

VCS – Voluntary Sector

VCSE - Voluntary, Community and Social Enterprise Sector

York CVS- York Community Voluntary Services

York CCG- York Clinical Commissioning Group