



Adult Social Care Select Committee
24 October 2013

**Family, Friends and Community Support
Social Capital in Surrey**

Purpose of the report:

To provide an update on progress being made to maximise social capital in localities with effective care packages.

Introduction:

- 1 Adult Social Care Strategy:
'Working with our partners to ensure people have choice and control, so they can maximise their wellbeing and independence in their local community and remain safe'
- 2 The definition of social capital is **'involving family, friends and community support to re-engage individuals with the communities in which they live'**.
- 3 Surrey plans to drive the development of community support locally, aligning locally based staff to stimulate and utilise a range of low or not cost solutions in the community to meet care needs.
- 4 Under the new Care Bill, it will become a duty for local authorities to
 - a) Promote people's **wellbeing**, and put the outcomes which matter to them at the heart of every decision that is made;
 - b) Enable people to **prevent and postpone** the need for care and support, rather than only intervening at crisis point;
 - c) Put **people in control** of their lives so they can pursue opportunities to realise their potential
- 5 In order to fulfil these duties, Surrey aims to maximise the use of social capital in localities to wholly or partially replace purchased services so as to:
 - a) Promote people's independence and wellbeing, by enabling them to live in their own home if they wish and access support in their communities.
 - b) Delay or reduce the need for more intense, costly intervention, which in turn will support the Council's medium term financial plan.

- c) Transform people's experience of care and support, providing a collaborative approach and putting them in control and ensuring they have a choice of support which responds to what they need.
- 6 Maximising social capital is a core ambition in the Adult Social Care Directorate Strategy for 2013-17. Social capital will significantly reinforce and facilitate the continued shift to personalised community based care and will enhance the prevention agenda, enabling people to remain independent for longer.
- 7 In line with this, and to use plain English, social capital will now be referred to as **"Family, Friends, and Community Support"** which is more descriptive and easier for residents and staff to understand.
- 8 In taking forward the Family, Friends and Community Support agenda, the vital importance of working in partnership across the health and social care sector, particularly with existing local networks to deliver sustainable family, friends and community support resources is recognised.

Key Considerations

A. Current Family, Friends and Community Support Activity

- 9 A wide range of projects are already being delivered, which contribute towards the delivery of family, friends, and community support. The services already being delivered are outlined in Appendix 1.

B. Managing Expectations

- 10 The majority of Surrey residents live independently, not needing the support of the local authority to maintain their health and wellbeing. As people develop care support needs, our aim is to, where possible, retain and regain their independence, rather than to embed a dependency on state services.
- 11 Under the Care Bill, the financial reforms will mean that Adult Social Care will need to support a greater number of people. These increased numbers would overwhelm existing provision and finances available. Sharing this limited resource fairly for all those we serve is vital.

C. Empowering Staff

- 12 As part of our approach to building sustainable communities and public services we need to increase our productivity. The programme of Rapid Improvement Events (RIEs) is working towards freeing up staff time by reducing the time spent on recording and administration.
- 13 Freeing up staff time, will enable them to spend more time 'face to face', and staff are being equipped to use this time to have confident, 'brave' conversations. These conversations ask new questions and introduce a culture change, both for practitioners and the people who use our services, as they are a shift from deficit-based to asset-based thinking.
- 14 *"Deficit-focused assessments risk defining an individual by their problems - that generally require outside expertise and resources to fix."*¹ Deficit-focused assessments can have negative effects, even when

¹Roehlkepartain, 2005

a positive change is intended, because they highlight an individual's lowest capabilities in order to define the support required.

- 15 Family, Friends and Community Support will introduce a shift from deficit-focus to asset-focus, and will bring about more positive outcomes for the individual and the community, such as:

| Deficit Focus | Asset Focus |
|-----------------------------------------------------------------|-------------------------------------------------------------------------------------|
| Focus on deficiencies | Focus on strengths |
| Result in fragmented responses to deficiencies | Build relationships amongst people, groups and organisations |
| Make people consumers of services; build dependency on services | Identify ways that people and organisations can give of their talents and resources |
| Give residents little voice in how to address support needs | Empower people to be an integral part of the solution to their support needs |

- 16 We need to support staff to help manage public expectation. Asset-based conversations will understand the individual, focus on assets, manage expectations and explore what the person can do for themselves. In practice this may mean asking questions such as:

What did you do in your working life?

Do you have any friends or neighbours who might be able to support you?

Could volunteer transport help?

Are there activities you would enjoy getting involved with in the local community?

Is faith an important part of your life?

- 17 Asset-based conversations will encourage practitioners and individuals to look at existing positive assets in an individual's life—relationships or activities for example - and how they could build on that rather than replace it with local authority services. These conversations provide the opportunity for the individual to take personal control of their care support plan and implement choice and personalisation in the provision of their

care support – an approach which user representatives have asked us to promote in our practice.

- 18 The opportunity has been taken to attach an example of how different conversations from staff are resulting in individuals committing to use family, friends and community support. We need to give our staff the time and confidence to have these conversations.

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Our Resident:

X is 28 and has Down's Syndrome. She lives with her father who is her full-time, main carer. She is new to the area and doesn't know what is available locally. She is very dependent on her father and cannot go anywhere without him or vice versa. She needs activities to gain independence and enable her father to have time for himself. She could be taken advantage of and there are risks around fire at home. Her indicative weekly budget was £250pw.

How Her Needs Were Met:

- Short breaks for her father for 3 weeks per annum could have cost £4086, but family members agreed to do this voluntarily. As a result the Father continues as the main carer.
- Shared Gym membership which they agreed to pay for themselves.
- Horticultural day service - 11 hours of support and travel

The Cost:

Actual cost is £204.14pw compared to the £250pw indicated, or the further increased costs of providing respite and alternative care if family and friends had not been included in the support plan.

D. Developing Family, Friends and Community Support Providers

- 19 Surrey has a wide range of community resources, and case studies show these are being effectively utilised in some cases. The opportunity has been taken to attach an example of how existing family, friends and community support can be harnessed and developed to meet individual's needs. This is one example of many across Surrey.

Our Resident:

JM is a 67 year old lady with a moderate learning difficulty. She had an indicative weekly budget of £110 a week. Her needs included support to access church and social activities and help with managing her affairs and budgeting.

How Her Needs Were Met:

The practitioner could have arranged five hours support at a cost of £100 a week. Instead they referred JM to the Older People's Outreach Worker employed by her local church. This worker will provide JM with ongoing support with correspondence and budgeting and will also support her to attend the church and its regular lunch club. The Church also runs groups for people with learning difficulties that she may be interested in. The minister will continue to visit her at home for communion. The support will be reviewed in a few months.

The Cost:

The cost to SCC at this point is nil.

- 20 Asset Based Community Development (ABCD)² applies the same idea of focusing on assets to whole communities, and highlights that communities have never been built on their deficiencies, rather on the capacities and assets of the people and the place. Family, Friends and Community Support will focus on the positive aspects of communities, and will use existing examples of community support as positive rallying points for further collective action and community involvement. The opportunity has been taken to attach an example of how local businesses could be included in Family, Friends and Community Support.

Our Resident:
 F is a disabled man with a young family. The family were unable to go out together as their car was too small for them all, and his wheelchair.

How His Needs Were Met:
Lions, a local charity, contributed to the deposit for a new car for F and his family. F pays for the vehicle lease through Motability with his DLA, but now has a larger vehicle so that the whole family can go out together.

The Cost:
 The cost to social care at this point is nil.

- 21 Under the Care Bill, Adult Social Care (ASC) will also have a universal obligation towards all local people to:
 - a) Arrange services, facilities or taking other steps to **prevent, reduce or delay** needs for care and support
 - b) Provide **information and advice** to help people understand the care and support system, access services and plan for the future
 - c) **Promote diversity and quality in the market** of providers so that there are high quality services to meet people’s choices
- 22 These duties to provide information and advice to people who are not otherwise entitled to adult social care support will require adult social care to better understand and stimulate the wider marketplace, particularly the community support services available to people.
- 23 SCC needs to look for opportunities to support and encourage family, friends and community support, linking with local community partnership contacts to access local knowledge and funding opportunities. We will invest in the community and build relationships using locally driven networks and events, aligned with local Personal Care & Support and Commissioning managers.

E. Improving Access to Community Support

- 24 The challenge of family, friends and community support is access - the mediating role of matching the care needs with the support available. The role of Adult Social Care in this will be carefully considered so that individuals, families and communities are empowered and not over-regulated, maintaining adequate governance, quality assurance and duty of care, while giving opportunity and freedom for innovation and self-management.

² John McKnight and John Kretzman

- 25 This challenge, referred to as becoming a “**modest council**” is being addressed through various change projects already underway, including the sourcing and admin review, the assessment review and the introduction of services such as Surrey Information Point (SIP). What this means for staff skills will be addressed as part of our Personal Care and Support training programme and our workforce strategy.

F. Reaching the Self Funding and Lower Need Market

- 26 The changing demographics and introduction of the Care Bill mean it is crucial to provide choice, quality, value and capacity in meeting the support needs of Surrey residents. There are 186,599 people aged 65 + and most people are not supported by Adult Social Care. Under the Care Bill adult social care will need to support increased numbers of people including:
- a) Those meeting the new financial eligibility criteria, and those exceeding their care cost cap
 - b) Those with low and moderate needs in order to prevent and postpone the need for further care and support
- 27 Providing information and advice on accessible support services to these people will introduce preventative services earlier and in turn will delay or reduce the need for further costly interventions.
- 28 There needs to be a greater ownership and understanding of the value that family, friends and community support can have to improve quality of life and maintain independence for this group.
- 29 In order to provide adequate and affordable support for this group, adult social care will need to encourage and better understand the wider market of support providers. Encouraging the development of, and easy access to, community support will be an important service to this group.

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| <h3>Financial Implications</h3> |
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- 30 The savings planned for the 2013/14 period were set at £15.5million, as published in the Medium Term Financial Plan (MTFP). Savings targets were set for each locality team, based on the pro rata cost of the client base as at November 2012.
- 31 At this stage in planning for the refreshed MTFP – which is still under development pending further Government announcements - a further £15m has been attributed to social capital in 14/15, and a further £10m in 2015/16 and 2016/17. That would bring the total impact of the enhanced use of family, friends and community support to £50million over the four years 2013-17.
- 32 The savings are forecast over a four year period to allow time for family, friends and community support to be embedded. Within 4 years, everyone who uses our services should either be new to the service or have been fully reviewed, giving the opportunity for conversations about family, friends and community support to influence their support plan. The largest proportion of medium term financial plan savings attached to family, friends and community support relates to older people. Given the number of older people using our services, this group will have been fully

reviewed within two years bringing about a significant portion of the cost reduction.

- 33 **Monitoring Cost Savings:** It is difficult to directly monitor the savings resulting from the use of family, friends and community support. The savings can only be assessed by reviewing alteration in the overall spend against support packages. Any alteration in this spend could be resultant on a number of factors, including demand, price pressures and the implementation of a range of other projects designed “to offset increased demand”.
- 34 **Delivering Cost Savings:** The realisation of the financial savings attached to the use of family friends and community support is dependent on three main challenges;
- a) **Time**
The current changes to our internal process will integrate the use of family, friends and community support into the heart of what we do (e.g. the new resource availability portal) and free up time for staff to spend with the people who use our services, having brave conversations around the use of family, friends and community support. Until these processes are embedded, harnessing family, friends and community support will be slower than anticipated. Staff need to be freed up to have brave conversations with the people who use our services. Managers are already working to give staff time to understand the family, friends and community support available in their localities and to share good practice and case studies of using family, friends and community support.
 - b) **Culture Change**
To be sustainable, the focus on family, friends and community support requires a culture change both amongst staff and Surrey residents, as they start to be empowered, understand what they can do for themselves and how they can take control of meeting their care needs. This takes time to embed and we will not see the full realisation of the family, friends and community support agenda until this has made further progress.
 - c) **Market Stimulation**
Knowledge of family, friends and community support providers is patchy across the county, and varied between areas. A key task will be in identifying the support available and developing further capacity. A number of projects are underway to achieve this, such as the inclusion of family, friends and community support on the resource availability portal, awareness raising of Surrey Information Point amongst providers, and local mapping work driven by locality teams. Until family, friends and community support can be identified, either by the practitioner or by the individual themselves, through SIP for example, the introduction of family, friends and community support, and in turn the savings, will be delayed.
- 35 It was always recognised that the savings would come through in the latter part of the financial year, due, in part, to the phasing of reviews and the need, in practice, to generate understanding, changes in practitioner approaches, free up time through system improvements, and continue to develop the support available in the community in order to implement the

approach in full. The target savings for the first year have been reduced to £8.8 million as at August 2013. The savings figure will be reviewed as part of the budget monitoring based on data as at the end of September 2013, and may be subject to further update then. (The Adult Social Care Select Committee Budget Update from 5 September 2013 is attached in Appendix 2). An action plan has been developed to ensure that savings are maximised in the coming months.

- 36 A more realistic estimation of the expected savings in 2013/14, £7.5million has been set aside from an under spend against previous years' whole systems budgets in order to offset the shortfall. This still leaves a challenge for future years, assuming this is a long-term slippage.

Development of the Family, Friends and Community Support Deliverables

Family, Friends and Community Support Strategy

- 37 To achieve Surrey's Family, Friends and Community Support Vision, a set of key deliverables and subsequent Service Delivery Plan is being developed to harness family, friends and community support across Surrey within the year 2013/14.
- 38 It is recognised that delivery of the above agenda requires wide involvement of a range of teams and projects to enable the development of a vibrant market and sustainable networks and services. As a result, a key component of the project will be securing culture change across the public, voluntary, community and faith sector and within SCC itself. It is necessary to move away from a history of expectation of local authority provision to a sustainable future model.

Family, Friends and Community Support Deliverables

- 39 Key deliverables for Family, Friends and Community Support:
- a) The Family, Friends and Community Support vision was shared in July, supported with training, where appropriate, to equip them to harness family, friends and community support.
 - b) Continued promotion of Surrey Information Point as a dynamic catalogue of family, friends and community support services, updated and referenced by Surrey Residents.
 - c) An awareness raising campaign around self support to all Surrey Residents, including the promotion of Surrey Information Point.
 - d) Work with the Boroughs and Districts to identify local community networks and leaders, and established local, appropriate and sustainable relationships.
 - e) Expanded locality profiles to develop market mapping and information resources of family, friends and community support within localities, linking with existing community resources such as hubs, Councils for Voluntary Service (CVS) and parish councils.
 - f) Deliver the targets across front line adult social care teams for the use of Family, Friends and Community Support.

- g) A framework to measure the impact of family, friends and community support on ASC resources and capture efficiency savings achieved.
- h) Family, friends and community support embedded into the support planning process to support people to re-engage with their communities, providing appropriate training for staff to do so.
- i) Adapted internal processes to refer to family, friends and community support in the first instance.
- j) Easy access between the people with support needs and the family, friends and community support available, ensuring a modest role for SCC and a sustainable model of care delivery.

Project Outcomes:

- 40 Communities playing a greater role in preventing social care needs and/or helping to meet them
- 41 Higher levels of trust, greater personal independence, greater participation in community activities and reduced isolation
- 42 Greater equity of care and support, and improved neighbourhoods³
- 43 A sustainable model for meeting the care needs of an increasing number of Surrey residents.
- 44 Sustainable networks and relationships for community engagement
- 45 Heightened awareness of Adult Social Care staff and the wider Surrey community of the potential of family, friends and community support
- 46 Ensuring those with care needs are fully aware of the wide range of services available in the local area.
- 47 Realising the £8.8million financial savings for the year 13/14

Recommendations:

- 48 The Committee’s support is sought in:
 - a) Noting the progress report and continuing to review as part of the budget monitoring process.

Equalities Implications

- 49 Family, Friends and Community Support was a key element of the Equalities Impact Assessment which was completed at the time of the setting the medium term financial plan.

Risk Management Implications

- 50 The risk arises out of insufficient use of family, friends and community support to immediately meet the medium term financial savings. The action plan is seeking to increase awareness and value of family, friends

³ This is measured using a number of factors, and recorded as “community wellbeing” within the local area profile.

and community support across Surrey, develop processes to support brave conversations by Personal Care and Support Teams across Surrey and increased take up of family, friends and community support services.

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- 51 The key challenge is recognised as harnessing family, friends and community support to achieve the medium term financial strategy savings of £8.8million. Further work needs to be undertaken to develop the deliverables and plan to maximise family, friends and community support. Awareness raising amongst staff and residents has begun, resulting in initial examples of care package costs being reduced through the use of social capital. Immediate actions are in place to scale up these results.

Next steps:

1. To support the communication of the family, friends and community support vision across the County – by March 2014
2. To locally develop locality based family, friends and community support network events – by March 2014.
3. Develop a framework to measure the impact of family, friends and community support – by March 2014
4. Review the progress of the system and processes changes - ongoing
5. Develop an action plan to deliver market stimulation and development, launched through locally developed, locality based, family, friends and community support network events – by March 2014

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Sources/background papers:

Surrey County Council's Adult Social Care Directorate Strategy

Appendix 1:**Family, Friends and Community Support Activity**

A wide range of family, friends, and community support projects are being delivered across Surrey, and are outlined below.

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| Staff Awareness Raising |
| Our Priorities Staff Workshops – having brave conversations |
| Family, Friends and Community Support Workshop – for senior managers |
| Locality workshops – driven by Personal Care & Support (PC&S) and Commissioning local teams |
| Grant and Contracts |
| £6.9 million programme investing in a range of voluntary, charity and faith sector organisations |
| Mental Health |
| Time to Change pilot in Redhill and Merstham - introducing community awareness and support around mental health |
| Surrey Information Point |
| Ongoing development, continually adding real community support options |
| Promotion of community support available |
| Ongoing awareness on how to access information and advice – number of unique visitors to the site has more than doubled in the last 6 months, and has increased by 288% compared to this time last year, from 1700 visitors to 6600. |
| Ageing Well |
| Pick a Pledge |
| Ageing Well commitment – community engagement in promoting the role of older people in communities |
| Ageing Well Festivals 2014 |
| SCC Local Committee Engagement |
| Personalisation, Prevention and Partnership Fund (PPP) |
| Local plans in each area - 7 boroughs and districts looking to use funding to support the voluntary sector by employing a volunteer coordinator, establishing volunteering initiatives in conjunction with VCFS and supporting initiatives such as a local food bank. |
| Waverley Asset Mapping Programme |
| Surrey Safeguarding Adults Board |
| Awareness raising with local people |
| Safe Haven – engaging communities in supporting those at risk |

| Dementia Friendly Surrey |
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| Dementia Champions - 20 organisations and key individuals have signed up |
| Training – starting January 2013 and free to Dementia Champions. Available as Train the trainer, short courses and Distance learning. |
| Innovation Fund - opportunity to bid for up to £5000 for projects that will help people living with a dementia and their carers to get the best out of life. Closing date 30 th September. |
| Public Awareness Campaign - Radio advertising, magazine advertorials, and distribution of dementia public information - 70,000 copies of the myth busting flyer alone have been circulated to date. |
| Support Groups – Mapping has identified gaps in peer support and projects across the districts and boroughs will look at using volunteers to support new groups. |
| Rapid Improvement Event Program |
| Simplifying adult social care systems and processes so that practitioners can spend less time on paperwork and more time face to face with people to discuss how they can harness family, friends and community support. |
| Adult Information System (AIS) upgrade to version 28 |
| Assessment Rapid Improvement Event |
| Support Planning Review |
| Sourcing and Admin Review |
| Financial Assessments Rapid Improvement Event |
| Shift 'Finding Utopia' – innovating, developing and testing new approaches to the assessment process, lead by Shift (a FutureGov lead team working for SCC). |
| Hospital Discharge Rapid Improvement Event |
| Portal and service resource to support staff to implement innovative support plans - A requirements specification for the portal solution has been drafted and scope is being clarified. The tender process for the new system will begin towards the end of October 2013, with a phased implementation of the solution planned for summer 2014. |

Appendix 2:

Extract from Adult Social Care Select Committee Budget Update 5 September 2013

As highlighted in the MTFP preparation, the ASC budget faces considerable pressures and commensurately demanding savings targets, even after the addition of £11m during budget preparation to the previously-planned MTFP cash limit for 2013-14.

The main points to date are that:

- Good progress has been made in many of the savings actions, and it is judged that £21m of savings have either been achieved or will be achieved without further action being required.
- However, it is indicative of the difficulties faced that the year to date position as at the end of July is showing an overspend of £5.9m.
- The Directorate is planning to improve this position, and offset future demand pressures in the remainder of the year, by completing the implementation of the remaining £24.8m of management action savings plans.

Planned management actions have increased by £0.2m from last month, due to additional pressures that have emerged, mainly within Older People nursing care and Learning Disabilities services. At this stage it is anticipated that savings plans will constrain and reduce these pressures, but changes in service volumes and unit costs will continue to be closely monitored and scrutinised at locality level to better assess their overall impact.

The most significant element of these future savings plans is the social capital agenda:

- The savings target for social capital this year is £15.5m, against which £10m of savings are currently being projected. This projection is made up of £2.0m of demand related savings identified in current projections and £8.0m of savings that the Directorate plans to achieve in the remainder of 2013/14.
- Social capital is also expected to help contribute towards a further £7.5m of savings. It is still too early in the year to properly evaluate the success of the use of social capital, but given the scale of the challenge and the fact that this is the first year of implementing
- These ambitious plans, some slippage was always likely.
- The latest month's position suggests that slippage has already occurred and therefore, the Directorate is likely to seek to draw down available balance sheet funding at a later point to help offset this current and any future slippage. Currently £7.5m of unused 2011/12 Whole Systems funding has been identified as a contingency for this purpose, and in view of that, £7.5m of the savings attributable to social capital have been categorised as one-off at this stage. That has an effect on planning for future years, as indicated by the graph at Appendix 3.

The key driver of the underlying pressures that the service faces is individually commissioned care services. The gross spend to date on spot care excluding Transition has been £21.4m per month over April - July. That compares with

£21.4m per month at the end of 2012/13, indicating that whilst new in year pressures are being contained expenditure has not yet decreased as planned. Assuming that all savings occur as currently forecast or are replaced by other means, then the Directorate can afford to spend only £19.5m per month in order to achieve an overall balanced budget. Therefore, an 8.9% reduction in expenditure on individually commissioned care services is needed.

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Overall whilst a balanced budget remains a feasible outcome and one which every effort will be made to achieve, there is a significant risk of an overspend occurring. That remains consistent with the judgment of risk when setting the budget, when it was stated that 'realistically, some overspend is judged possible, as has been recognised corporately by the increase in the centrally-held risk contingency'.

Summary of ASC Forecast

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| ASC MTF Efficiency Target | (£45.8m) |
| Savings in remainder of the year through use of social capital / other one-off savings | (£15.5m) |
| Other savings plans forecast in the remainder of the year and included as Management Actions | (£9.3m) |
| Demand related savings identified in current projections including social capital | (£5.1m) |
| Other savings identified in current projections | (£15.9m) |
| Total forecast performance vs MTFP target | (£45.8m) |
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On a client group basis, the projected pressures currently appear mainly in Older People. However, that position precedes any reliable evidence regarding how best to allocate the effects of using social capital across client groups, and it may be that some reallocations between client groups will be indicated as that evidence emerges.