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| HIGH LIFE HIGHLAND  REPORT TO BOARD OF DIRECTORS  20 June 2013 | AGENDA ITEM 4  Report No HLH11/13 |

## **A Preventative Agenda Strategy for HIGH LIFE HIGHLAND - Report by Chief Executive**

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| **Summary** The purpose of this report is recommend a strategy and an action plan, to enable High Life Highland to play a role in delivering the preventative agenda.  It is recommended that Directors:-   1. comment on and approve the strategy paper detailed in **Appendix A**; 2. agree that the strategy be discussed with partners, and any significant amendments as a result be brought back to a future meeting of the Board; and 3. agree the actions required to progress the strategy detailed in paragraph 4.4. |

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| **1.** | **Business Plan Contribution** |
| 1.1 | This report contributes to the following outcomes of the High Life Highland (HLH) Business Plan 2012-15:   * A growing company * Increase awareness of our products and services * Increased customer satisfaction * Increased staff satisfaction * A positive company image * Financial sustainability |
| **2.** | **Background** |
| 2.1 | The Board discussed the need for a strategic approach for HLH to the preventative agenda at its meeting on the 28 March 2013 and requested that this be brought forward for discussion as soon as possible. |
| 2.2 | The overall strategic approach to the prevention agenda is, of course, set out by the Scottish Government, NHS Highland (NHSH) and The Highland Council (THC). This report is therefore about the approach that HLH should take in response to the strategies of these organisations in order that the company can best assist the delivery of these important agendas. |
| **3.** | **The Framework of the Strategy** |
| 3.1 | HLH is in the unique position that it is a delivery mechanism for the preventative agenda and has the potential to grow capacity and reshape service delivery to contribute more to the agenda. Currently HLH primarily delivers services for THC and is growing opportunities and partnership working with NHSH through the joint post of Health and Wellbeing Manager. |
| 3.2 | A draft strategy is detailed in **Appendix A.** It seeks to:   * summarise the strategies of the Scottish Government, NHSH and THC with regard to the preventative agenda, * detail some of the work currently undertaken by HLH * analyse the strengths and weaknesses of HLH, and the opportunities and threats facing the organisations * discuss the implications for HLH of this and recommend a strategic approach * recommend a number of specific actions that would enable this approach to be implemented, and to * recommend a reporting mechanism that enables the Board to oversee progress and future developments |
| 3.3 | Given the detailed work that has been done to develop strategies by The Scottish Government, NHSH and THC, this strategy seeks to be short and straightforward, and to provide an action plan for implementation. It therefore presents a strategy that enables HLH to respond effectively and quickly to the needs of its partners, rather than proposing new strategic prevention outcomes. |
| 4. | **A Strategic Approach for High Life Highland** |
| 4.1 | HLH is well placed to deliver prevention outcomes. It has a presence in every Highland Community through its network of leisure and library facilities, and through staff based across the Highlands, across a range of disciplines, in every secondary school catchment area. |
| 4.2 | The analysis of the position of HLH suggests that it is well placed to deliver for partners; that it has an entrepreneurial approach that could be further developed; and that it needs to be more willing to be involved in shorter term targeted projects given the historical focus on “universal services”, i.e. equality of provision, Highland wide. |
| 4.3 | The following strategic approaches are suggested:   * Work to maximise understanding of key partners that HLH is able and willing to deliver projects that will achieve their desired outcomes and that HLH is also open and willing to work jointly to develop new projects * Further develop HLH’s "entrepreneurial" approach - i.e. be prepared to develop a wide range of shorter term projects that help deliver the strategic outcomes of our key partners; be innovative; and, within budgets, take calculated risks that something might not work * Actively seek to target new funds to deprived areas and/or excluded groups |
| 4.4 | The following actions are then proposed:  **Develop the marketing plan to raise awareness amongst partners that HLH is uniquely positioned to deliver services and projects on their behalf to achieve their strategic outcomes for the preventative agenda.**  **As opportunities arise, actively work with key partners to develop projects and services including, but not limited to:**   * Three stage "Access to ICT" for benefit claimants: provision of computers and tablets; support to use these, and advice on making applications * Development of targeted programmes for older people, health referrals and initiatives designed to support people in their communities instead of remaining in hospital * Early Years literacy volunteering programme * Increased capacity to deliver community capacity building through Community Learning and Development * Development and delivery of new family and children’s services * Infrastructure development of neutral social spaces, wellness hubs etc. as a focus for service delivery by HLH and our partners * Further development of High Life to include targeted courses and classes   **Continue to work with partners to identify and deliver new projects and services that help deliver their strategic outcomes.**  **Implement a reporting system to the Board that:**   * Maintains the momentum * Enables the Board to monitor progress on the strategic agenda * Enables ongoing input from Board Members and encourages further development opportunities * Continues to draw together the various strands of HLH into a coherent grouping that works together to understand the preventative agenda, the needs of partners and each other, and develops joint working |
| **5.** | **Implications** |
| 5.1  5.2  5.3  5.4 | Resource – there are no additional resources required to implement the recommendations in this report  Legal Implications - there are no legal implications resulting from this report  Equalities Implications – there will be a requirement for future equality impact assessments as actions are developed to implement the recommendations of this report  Risk Implications – there are no new risks arising from the recommendations of this report. |

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| **Recommendation** It is recommended that Directors:-   1. comment on and approve the strategy paper detailed in **Appendix A**; 2. agree that the strategy be discussed with partners, and any significant amendments as a result be brought back to a future meeting of the Board; and 3. agree the actions required to progress the strategy detailed in paragraph 4.4 |

Signature:

Designation: Chief Executive

Date: 6 June 2013

**APPENDIX A**

***A Strategic Approach for High Life Highland on the Prevention Agenda***

**Introduction**

The Scottish Government, The Highland Council (THC), and NHS Highland (NHSH) have developed integrated strategic approaches to the prevention agenda emphasising that the principle of early intervention in order to prevent the need for more expensive support later is being taken on board across the public sector.

THC and NHSH are both key strategic partners for High Life Highland (HLH) and, in the case of THC, the owners of the charitable company. The HLH Board have taken the view that this is not just an issue of better working with partners, but have demonstrated its own interest in the role of HLH in delivering the outcomes of the preventative agenda of improved physical, social and mental well-being.

HLH is in the good position of being “upstream” of services such as health, social care and employment. Through its many strands, including sport, leisure, libraries and informal learning, HLH provides exactly the sort of interventions and opportunities that can prevent and delay the uptake of expensive support and care interventions.

This is not a strategy that seeks to determine new health, social and economic outcomes for the well-being of society. Rather, it is a strategy to help HLH better deliver the outcomes as defined by its key partners and ultimately their primary funder, The Scottish Government.

**Summary**

This strategy:

* summarises the strategies of the Scottish Government, NHSH and THC with regard to the preventative agenda
* details some of the work currently undertaken by HLH
* analyses the strengths and weaknesses of HLH, and the opportunities and threats facing the organisations
* discusses the implications for HLH of this and recommends a strategic approach
* recommends a number of specific actions that would enable this approach to be implemented
* recommends a reporting mechanism that enables the HLH Board to oversee progress and future developments

It concludes that HLH should:

* work to maximise understanding of key partners that HLH is able and willing to deliver projects that will achieve their desired outcomes and that HLH is also willing to work jointly to develop new projects.
* further develop our "entrepreneurial" approach - i.e. be prepared to develop a wide range of shorter term projects that help deliver the strategic outcomes of our key partners; be innovative; and, within budgets, take calculated risks that something might not work
* accept that we should actively seek to target new funds to deprived areas and/or excluded groups

It recommends the following specific actions:

* 1. **Develop the marketing plan to raise awareness amongst partners that HLH is uniquely positioned to deliver services and projects on their behalf to achieve their strategic outcomes for the preventative agenda.**
  2. **As opportunities arise, actively work with key partners to develop projects and services including, but not limited to:**
* three stage "Access to ICT" for benefit claimants: provision of computers and tablets; support to use these, and advice on making applications
* development of targeted programmes for older people and health referrals
* Early Years literacy volunteering programme
* increased capacity to deliver community capacity building through Community Learning and Development
* development and delivery of new family and children’s services
* infrastructure development of neutral social spaces, wellness hubs etc. as a focus for service delivery by HLH and our partners
* further development of High Life to include targeted courses and classes
  1. **Continue to work with partners to identify and deliver new projects and services that help deliver their strategic outcomes.**
  2. **Implement a reporting system to the HLH Board that:**
* maintains the momentum
* enables the Board to monitor progress on the strategic agenda
* enables ongoing input from Board Members and encourages further development opportunities
* continues to draw together the various strands of HLH into a coherent grouping that works together to understand the preventative agenda, the needs of partners and each other, and develops joint working

**Need for Strategic Approach (HLH Prevention Agenda Strategy)**

It is estimated that as much as 40 per cent of all spending on public services is accounted for by interventions that could have been avoided by prioritising a preventative approach (Commission on the Future Delivery of Public Services. June 2011).

**Scottish Government**

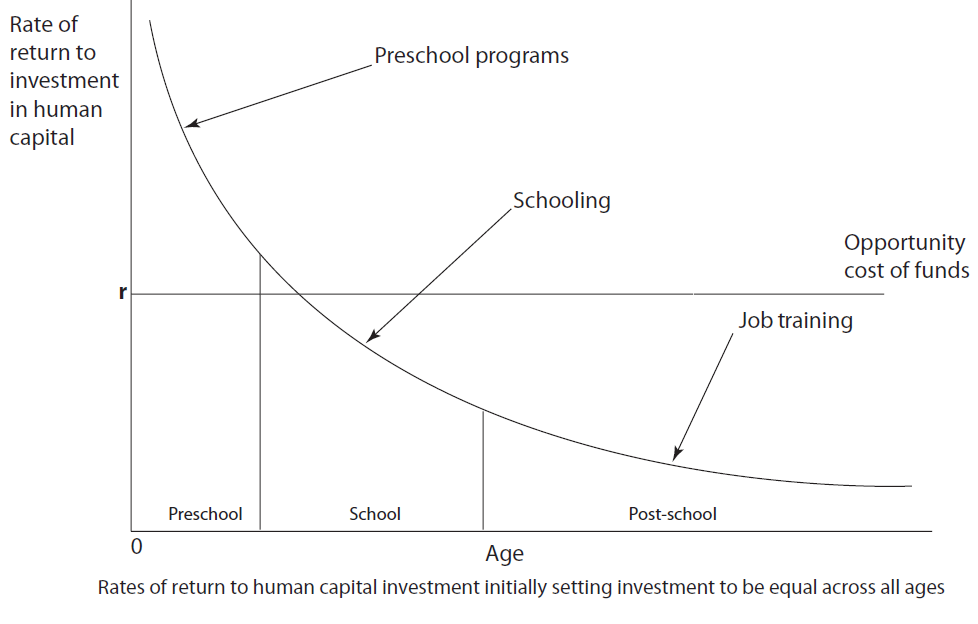
One of the major strategic developments being driven by the Scottish Government is the prevention agenda. Specifically, the Scottish Government has requested that all new Single Outcome Agreements should promote early intervention and preventative approaches in reducing outcome inequalities and include a specific plan for prevention which demonstrates commitment to the approach. The Scottish Government’s Single Outcome Agreement Guidance (2012) provides a definition of preventative approaches, supported by preventative spend as *actions which prevent problems and ease future demand on services by intervening early, thereby delivering better outcomes and value for money.* (Scottish Government. Single Outcome Agreement Guidance to CPPs. December 2012).

The Scottish Government’s Spending Review 2011 and Draft Budget 2012 – 13 stated: *The Scottish Government’s shift to target investment in preventative approaches will deliver better outcomes and value for money and respects the parliamentary consensus that exists in this area. Our focus will be on supporting adult social care, early years and tackling re-offending – with specific funding designed to encourage joint working across institutional boundaries and sectors.* (Scottish Government 2011)

The Early Years Framework, published by the Scottish Government in 2008, is designed to encourage partnership working to give children the best start in life and to improve the life chances of children, young people and families at risk. The Early Years Collaborative (EYC) has been established to help organisations in Scotland realise the vision *to make Scotland the best place in the world to grow up in by improving outcomes, and reducing inequalities for all babies, children, mothers, fathers and families across Scotland to ensure that all children have the best start in life and are ready to succeed.* ([www.eycollaborative.co.uk](http://www.eycollaborative.co.uk))

Economic benefits of investment in the early years have been researched and published, notably by James Heckman, an American economist and Nobel Prize Laureate, who has presented arguments on human development and lifecycle skill formation, with a special emphasis on the economics of early childhood education.

The graph below articulates the argument to demonstrate the rate of return on money invested in education between preschool and post school.



Source: J Heckman and D Masterov, 2004. *The Productivity Argument for Investing in Young Children*

**NHS Highland**

NHS Highland’s vision is centred on a quality approach that provides **‘quality care to every person every day’.** Its aim is to simultaneously provide:

Better Health – improving the health of the population

Better Care – enhancing the experience of care for individuals

Better Value – controlling the per capita cost of care

NHS Highland has a number of quality objectives that support prevention including:

Focussing on Population health – Ensure that the NHS Highland board continues to improve the health of the population and that of its own staff, so that more people take responsibility for their own health and care and enjoy good health for longer. Ensure that the focus on reducing the inequality gap is maintained and resources prioritised appropriately in supporting disadvantaged groups.

Promoting Community Responsibility – Support communities to become more resilient themselves, through community planning, community development approaches and by taking an asset based approach to health improvement as well as supporting community development initiatives, volunteering and other local initiatives

Improving health and reducing health inequalities is at the heart of what NHS Highland does and preventative health care is part of delivery of mainstream services. NHS Highland does however have a number of specific targeted programmes that aim to focus activity for prevention and promotion including:

* Healthy weight
* Physical activity
* Tobacco policy, smoking prevention and cessation
* Healthy Working lives
* Maternal and Infant Nutrition, including breastfeeding
* Substance misuse, including delivery of Alcohol Brief Interventions
* Keep Well cardiovascular health checks
* Sexual health
* Mental health and wellbeing
* Capacity building
* Health improving settings

NHS Highland has jointly funded the post of Health and Wellbeing Manager in High Life Highland to support development of High Life Highland as a health improving organisation.

**The Highland Council**

The Highland Council programme for administration, 2012 – 2017, states that the Council will seek to work to create caring communities and to provide the best quality of life possible for those in need of support. To support The Highland Council to achieve this, the Council has also committed at least £3million of its budget each year to spend preventatively in the following areas:

* To improve the quality of life for young people;
* To improve the quality of life for older adults;
* To improve the quality of life for those struggling with deprivation.

In recent months The Highland Council has supported proposals for investment in the areas outlined above. The proposals involve a range of work including Public Health Nurses, Early Years Workers, Parenting Programmes, Support for Looked After Children, Community Development, Preventing Violence Against Women and Drug and Alcohol Education with Young People.

As part of The Highland Council’s commitment to a preventative approach it has commissioned HLH to deliver leisure and learning opportunities for older people in seven locations in Highland.

**Changes to legislation on CLD**

The Scottish Government has proposed what in its own words is *the most ambitious set of reforms to post-16 learning ever undertaken in Scotland. The Government is pursuing those changes with three clear objectives in mind: to align the system more purposefully with our ambitions for jobs and growth; to improve people’s life chances; and to ensure the sustainability of our system in a time of inescapable pressures on public spending*.

New legislation is proposed: *The Requirements for Community learning and Development (Scotland) Regulations 2013* which will instruct Community Planning Partnerships to maximise CLD’s impact particularly in the areas of:

* 1. improved life chances for people of all ages, through learning, personal development and active citizenship; and
  2. stronger, more resilient, supportive, influential and inclusive communities.

A focus on prevention is a long standing feature of CLD practice. CLD practitioners

prioritise preventative measures, work to reduce inequality and target the underlying causes of inter-generational deprivation and low aspiration.

It is likely that these changes will impact on the work of HLH.

**What HLH currently does to deliver the Preventative Agenda**

**Health and Wellbeing**

**Low cost and free access through High Life** - High Life Highland operates 22 leisure centres, 15 of which have swimming pools, 61 libraries, 8 mobile libraries, and 11 community centres. Through the High Life scheme HLH and offers the lowest cost and inclusive leisure membership scheme in the country. The High Life package generally targets the “squeezed middle” and the poor with prices at £26 per month for families and £18.50 per month for individuals and budget access (for those in receipt of benefits) at 50p per visit at charging facilities or for participation in any charging activity.

**Libraries** seek to provide safe, neutral community spaces containing readily accessible resources [books, computers, information and welcoming, knowledgeable staff] to help those experiencing challenges in their lives or who are at the margins of society resolve or to cope with their situation. They provide spaces for social interaction and company for the isolated elderly and the socially marginalised, often the young and carers.

**Activities to support physical health and wellbeing** include casual swimming, swimming lessons, hall hire bookings, fitness suite use and a range of adult or group fitness classes. HLH delivers over 360 weekly fitness classes including aerobics, body conditioning, circuit training, cross training, indoor cycling, zumba, pilates and a range of other high and low intensity activities. These classes are supported by a series of promotions which have seen many people register for a range of 3 – 6 week exercise programmes which have included health checks and fitness MOT’s

**Activities to support mental health and well-being** include craft and art projects; specialist activities and workshops which, over the last year have included Schizophrenia, Alzheimer’s, residential care clients, work with the Hospice movement, groups working with young people and older people and cancer awareness support

**Specialist Provision**, HLH operates the Puffin Hydrotherapy Pool in Dingwall and the Lochaber Hydrotherapy Pool in Fort William on behalf of those respective charities.

**Targeted provision**, for example:

* specific falls prevention work has been undertaken in a number of centres using the Otago programme.
* *Knowing me Knowing you* (at all HLH Leisure Centres) - A programme of health familiarisation events, delivered in partnership with NHS Highland
* *Healthy Habits, Commit to Change* (at all HLH Leisure Centres) - Health MOT’s offered in leisure centres; campaign designed to align with national guidance for physical activity and to encourage people to integrate physical activity in to their everyday lives – not just for a short time; points are collected for each time people exercise and can be converted into prizes.

**Employability**

**Adult Literacy and numeracy** – a large scale programme of volunteers delivering support for adult literacy and numeracy

**Returning to work or education** - a range of classes are commissioned from providers. These classes can often be the first step for adults back into learning or education. They offer an important point of social contact tackling exclusion.

**Youth Employment** - various training placements to unemployed young people

**Schools literacy** - class visits supporting literacy and the Curriculum for Excellence

**Youth workers** work directly with young people to help them take action to improve their job chances e.g cv, application writing, mock interviews.

**Activity Agreements** - youth workers work with young people making the transition from school to adult life to ensure they move on to a positive destination e.g. training or work. Youth workers will help young people access services that offer the young person a programme of activity to develop their skills and experience.

**Social Cohesion**

**Family Activities** – HLH provides a massive range of opportunities, accessible to every community in Highland, for family based group activities. These are either free or low cost.

**Housebound and rural services** - Mobile Library services across the Highlands visiting all age groups in rural areas and a housebound service delivered in partnership with a voluntary group within Inverness

**Integration of inward migrants** - staff work with those from inward migrant communities helping with basic language skills and offering guidance and advice on accessing services within communities.

**Prison Literacy Work** – a range of literacy and numeracy support services delivered at Porterfield prison, and support for ex-prisoners in their communities

**Targeted activities to support social cohesion** – for example prison inmates taking the Carnegie College Programme to learn skills to help them rehabilitate and find employment on release, and community exhibitions by ecluded young people, homeless people, and other groups

**Youth Work** - The Youth Service targets vulnerable and “at risk” young people in a mainstream setting. This includes:

* *Streetwork*- youth workers on the street during evenings and weekends engaging with young people helping them to be safe, raise issues and consider how their actions impact on them and their community.
* *Fusion Nights*- youth workers along with staff in local facilities organise events to offer young people positive activity options on weekend evenings. This has an impact on the numbers of young people on the street.
* *Outdoor Education*- Youth workers utilise outdoor activities and facilities to engage with young people often in a residential setting. This allows young people to challenge themselves and consider issues such as independence, responsibility and team working.
* *Giving young people a voice* -youth workers work with young people to help them engage in civic structures such as ward forums and community councils. This promotes a dialogue between generations which can ease community tensions.

**Analysis of HLH**

### **Strengths and Limitations**

* High Life Highland already undertakes a significant amount of work in the area of prevention (see above)
* HLH provides the cheapest by far, access to family based activity with the High Life access scheme
* HLH is able to react quickly, and is not tied to "political" strategies and plans
* HLH has a good record of attracting funding but could do more, and could look at funding more strategically
* HLH can only “do what it can do”, it cannot seek to “own” the whole challenge of prevention
* HLH is reliant on funders
* HLH has tended to provide services "across the board" rather than targeted, and tends towards an organisational culture that reflects this
* There remains a lack of awareness both of what HLH does, and its potential, in this sector amongst its strategic partners

### **Horizon Scan**

* It is likely that public sector funding will increasingly be targeted at need, rather than at universal service provision, especially in leisure, culture and informal learning
* It is likely that public sector funding will be increasingly based on policy focused outcomes, as opposed to services for their intrinsic benefits
* It is likely that government will increasingly move to shorter term, outcome focused funding from third parties, with a reduction in funding for long term service delivery, a trend that has already begun
* If national and local awareness of the impact on outcomes of culture, leisure and informal learning can be raised, opportunities for project funding could be significant, and sustained

**A Strategic Approach Based on the Analysis**

In order to consolidate what HLH currently does to deliver the prevention agenda and to raise awareness amongst funding bodies, HLH could continue to "bend the spend" i.e. use existing funding to:

* Provide activity programmes in leisure facilities
* Explore new targeted activity within High Life and other services
* Provide targeted courses and classes in youth and adult services
* Help deliver the “improvement priorities” of “For Highland’s Children 4”

In order to ensure that HLH is best placed to deliver on behalf of strategic partners, HLH could:

* Further develop its "entrepreneurial" approach - i.e. be prepared to follow funding opportunities when they arise to develop a wide range of shorter term projects that help deliver the strategic agenda; be innovative; and, within budgets, take calculated risks that something might not work
* Continue to develop High Life as a product, exploring the potential of new activities to be included within it; and maintain its low cost nature
* Actively seek to target new funds to deprived areas and/or excluded groups
* At the same time, work on whether, by drawing themes together and working with partners, a major lottery application could be put together
* Develop the marketing plan in future to emphasise the contribution of HLH and the sector
* Use the Board reporting procedure to ensure long term coherence for the strategy; to access the Board's expertise; to encourage and monitor innovation and the entrepreneurial approach; and to develop joint working within HLH and partnership working with others

 HLH could seek funding to develop the following areas of work:

**Social cohesion and the asset based approach**

* The provision of facilities and social spaces perceived by communities as “neutral”, i.e. social spaces they are comfortable to use and are not perceived as tied to a particular political or social agenda, which is sometimes the case with schools, health facilities and other agency based sites
* CLD staff to progress community capacity building
* Family activities

**Early Years**

* A major development of early year’s literacy work, by creating a volunteer programme similar to that running in adult literacy. This would support families, particularly in targeted areas, to read and interact with very young children
* Range of early years activities and services in leisure centres

**Employability**

* Courses and classes particularly in computer literacy
* Increase access to ICT and advice in order to support changes to benefit claiming. This would be in three stages: availability of wireless infrastructure; provision of ICT in neutral spaces with support to use it; development of targeted support to benefit claimants

**Older people**

* The development of wellness hubs
* Targeted programmes of activities that improve physical and mental well-being
* Specific projects with NHSH to assist delayed entry to or early release from hospital.

**Specific Actions required to progress the strategy**

**Develop our marketing plan to raise awareness amongst partners that HLH is uniquely positioned to deliver services and projects on their behalf to achieve their strategic outcomes for the preventative agenda.**

**As opportunities arise, actively work with key partners to develop projects and services including, but not limited to:**

* Three stage "Access to ICT" for benefit claimants: provision of computers and tablets; support to use these, and advice on making applications
* Development of targeted programmes for older people and health referrals
* Early Years literacy volunteering programme
* Increased capacity to deliver community capacity building through Community Learning and Development
* Development and delivery of new family and children’s services
* Infrastructure development of neutral social spaces, wellness hubs etc. as a focus for service delivery by HLH and our partners
* Further development of High Life to include targeted courses and classes

**Continue to work with partners to identify and deliver new projects and services that help deliver their strategic outcomes.**

**Implement a reporting system to the Board that:**

* Maintains the momentum
* Enables the Board to monitor progress on the strategic agenda
* Enables ongoing input from Board Members and encourages further development opportunities
* Continues to draw together the various strands of HLH into a coherent grouping that works together to understand the preventative agenda, the needs of partners and each other, and develops joint working