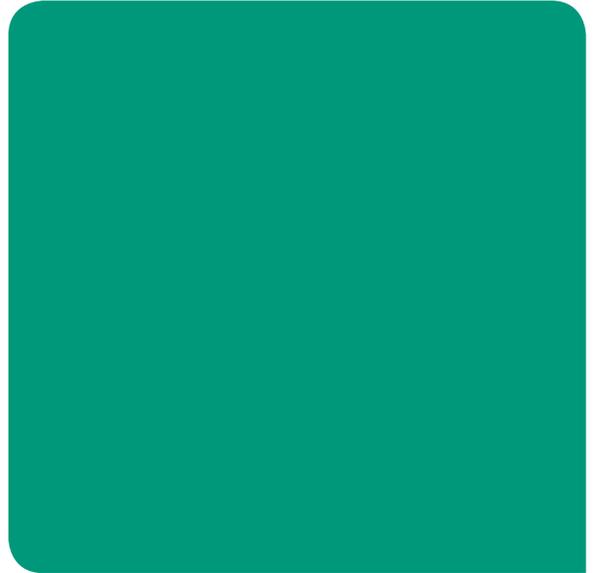


Sustainable systems of social care



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Simon Evans, Sarah Hills and Lucy Grimshaw

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Acknowledgements	v
List of abbreviations	vi
1 Introduction	1
1.1 Background to the project	1
1.2 Systems of adult social care	1
1.3 Sustainable development and its relationship to social care	2
1.4 The policy context	4
2 Case studies	7
2.1 Overview	7
2.2 Bristol City Council: Adult Health and Social Care Services	7
2.2.1 Introduction	7
2.2.2 Sustainable initiatives	7
2.2.3 Drivers, benefits and costs	10
2.3 London Borough of Camden: Sustainable Outcomes Commissioning Model	11
2.3.1 Introduction	11
2.3.2 Sustainable Initiatives	11
2.3.3 Drivers, benefits and costs	14
2.4 Cornwall County Council: Department of Adult Care and Support	15
2.4.1 Introduction	15
2.4.2 Sustainable initiatives	15
2.4.3 Benefits, drivers and costs	18
2.5 Time Together Gorseinon, Swansea	19
2.5.1 Introduction	19
2.5.2 Sustainable initiatives	19
2.5.3 Benefits, drivers and costs	20
2.6 Further examples of good practice	21
2.6.1 East Sussex Sustainable Community Strategy	22
2.6.2 Hertfordshire Environmental Forum	24
2.6.3 Assistive technology, telecare and telehealth	25
3 Sustainable systems of social care: benefits, drivers, enablers and barriers	28
3.1 The benefits of sustainable social care	28
3.2 Drivers for sustainable social care	29
3.2.1 The climate change agenda	29
3.2.2 Corporate sustainable development initiatives	29
3.2.3 Business effectiveness	30
3.2.4 Individual champions	31
3.3 Enablers of sustainable systems of social care	33
3.3.1 Political engagement and organisational leadership	33
3.3.2 Practical tools and mechanisms	34
3.3.3 Resources and building capacity – investing to save	34
3.3.4 Cultures and methods of working	35
3.4 Barriers to sustainable systems of social care	35

4	Conclusions and recommendations	37
4.1	Introduction	37
4.2	Conclusions from the research	37
4.2.1	Adult social care can be sustainable	37
4.2.2	The economic and political climate supports the development of sustainable services	37
4.2.3	Sustainable adult social care requires a broad and inclusive approach	38
4.2.4	Imaginative interpretations of personalisation are crucial	38
4.2.5	Existing public sector policy and practice in support of sustainability can usefully be applied to adult social care	39
4.3	Recommendations	40
4.3.1	The government should develop a clear strategy and action plan for embedding sustainable development in the framing and delivery of adult social care	40
4.3.2	There is an urgent need for a central resource of guidance and tools to support sustainable commissioning practices in public services	41
4.3.3	Local authorities, the NHS and other key stakeholders should assess and act on opportunities for ensuring that all key players are engaged with this agenda	41
4.3.4	Personalisation needs to be implemented carefully and imaginatively if it is to support systems of adult social care that are sustainable	41
4.3.5	There needs to be greater awareness of the desirability and possibility of sustainable systems of social care	41
4.3.6	The principles of sustainable development should be at the forefront of all policy-making decisions	41
4.4	Final thoughts	42
	Appendix One: Mapping policy and strategy	43
	Appendix Two: The research project aims and methodology	65
	Appendix Three: Cornwall County Council Sustainable Procurement Good Practice	68
	Further reading	75

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- The Local Government Information Unit and Network
- The case study sites: Bristol City Council; London Borough of Camden; Cornwall County Council; Time Together Gorseinon; East Sussex County Council; and Hertfordshire County Council.

List of abbreviations

ASC	adult social care
BREEAM	British Research Establishment Environmental Assessment Method
EIA	environmental impact assessment
EMAS	Eco-Management and Audit Scheme
EnRep	environmental representative
FACE	Functional Analysis of the Care Environment
IEMA	Environmental Management and Assessment
JSNA	joint strategic needs assessment
LAA	local area agreements
LCIP	Local Climate Impacts Profile
LAEF	Local Authority Energy Fund
LINKS	Local Involvement Networks
LGIU	Local Government Information Unit
nef	New Economics Foundation
PQQ	pre-qualifying questionnaire
SDC	Sustainable Development Commission
SDU	Sustainable Development Unit

1 Introduction

1.1 Background to the project

This research was commissioned by the Social Care Institute for Excellence (SCIE) and carried out by researchers from the Institute for Sustainability, Health and Environment at the University of the West of England, Bristol, between November 2009 and June 2010. It complements other work undertaken as part of the wider SCIE programme of work around sustainable social care, which includes the Learning Network run by the Local Government Information Unit (LGIU).

This project aims to inform policy makers and commissioners in particular, but will also be of relevance to wider social care and public health communities.

The research carried out as part of this project falls into three main strands:

- a scoping and mapping exercise focusing on key strategies, policies, frameworks and initiatives that relate to the sustainability agenda and how these relate to adult social care (ASC)
- case study work to explore the criteria for, facilitators of and challenges to sustainable models of social care
- the development of key themes and recommendations for commissioners and other key audiences.

A full description of the methodology can be found in Appendix Two.

In the remainder of this chapter we offer a working definition of sustainable development and summarise the national policy context in relation to the application of sustainable development to ASC. Chapter Two presents the case study work that was carried out for the project. These case studies include Bristol City Council, Cornwall County Council, Time Together Gorseinon, the London Borough of Camden, East Sussex County Council and Hertfordshire County Council. Our analysis in Chapter Three focuses on what can be learnt from these case studies in terms of the benefits, drivers, enablers and barriers to sustainable systems of social care. Chapter Four draws together the project findings as a series of conclusions and recommendations.

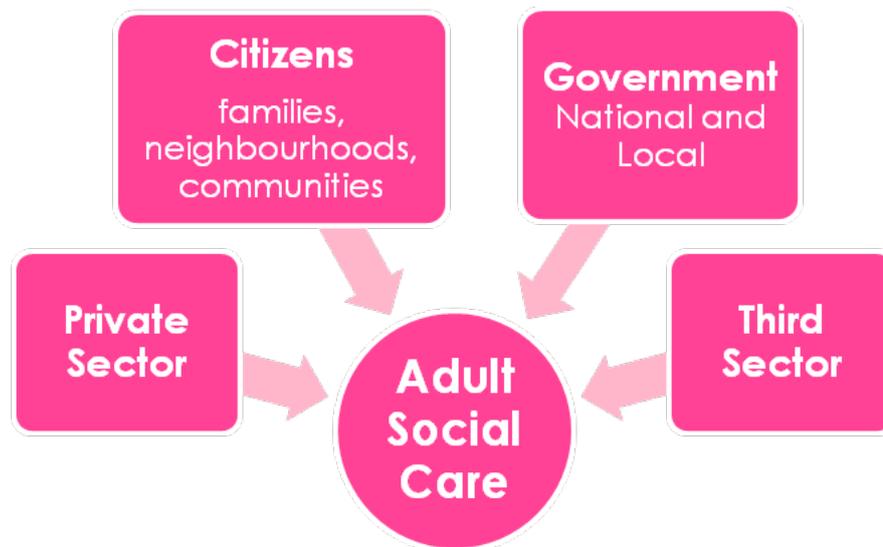
1.2 Systems of adult social care

ASC is a large system with a complex structure. In 2008/09 a total of £16.1 billion was spent on delivering ASC in England by 13,000 provider organisations with 1.3 million employees. Just over half of this provision was privately purchased. As with any complex system, there are a broad range of players that influence how the ASC system works. These players are portrayed in Figure 1 below.

One implication of the complex nature of ASC is that any attempt to increase sustainability needs to take into account all of these actors and the influence they exert. For example, the impact of national policies can vary in different areas depending on how they are interpreted and implemented by local government. At

the same time, the large number of providers from multiple sectors serving both public and private purchasers can make it difficult for commissioners to implement sustainable policies across the service. As we discuss further in the final section of this report (see page 37) these complexities need to be taken into account in providing recommendations for sustainable development.

Figure 1: The main components of adult social care



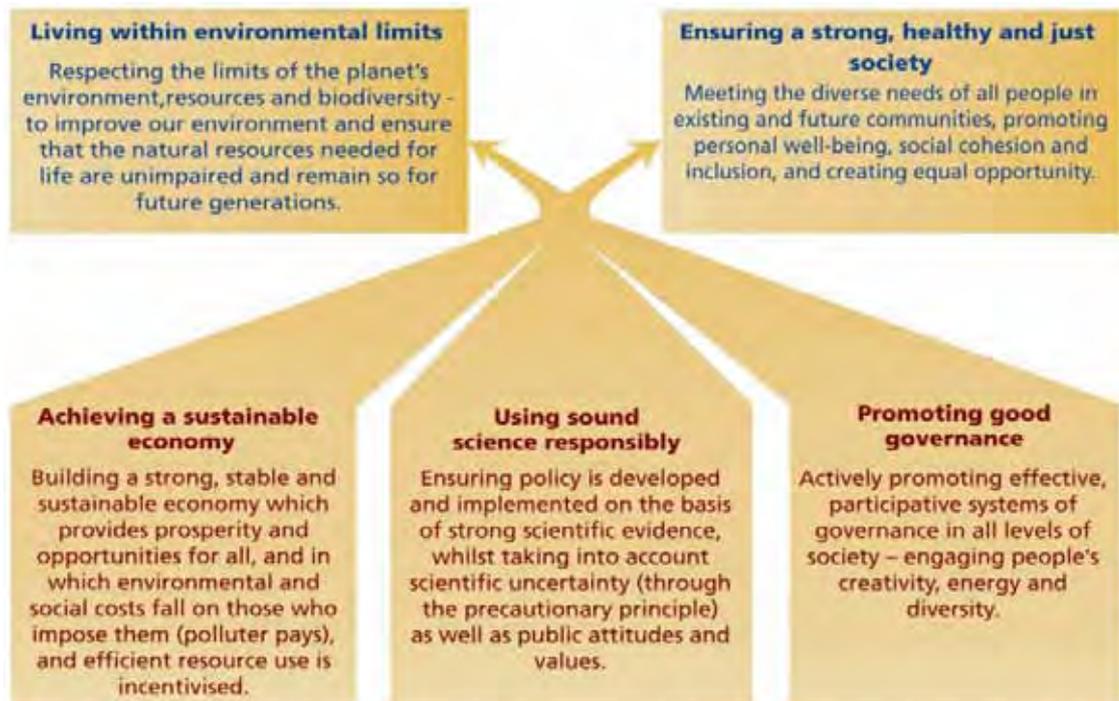
1.3 Sustainable development and its relationship to social care

Sustainable development can be a challenging concept to get to grips with, but in essence it is about an integrated approach to development that aims to improve quality of life and meet the needs of current and future generations, while simultaneously protecting and enhancing the natural environment on which we all depend. Sustainable development is often mistakenly interpreted as being driven by a purely environmental agenda. As implied by the broad definition above, however, one of its key distinguishing features is that it focuses very squarely on the relationship between social justice, human health and well-being, economic development and the need to pursue these agendas in ways that can be supported by the natural environment indefinitely.

The UK Sustainable Development Strategy, as set out in *Securing the Future* (HM Government, 2005), adopts a principles-based approach and defines sustainable development as development that delivers a strong, healthy and just society within environmental limits through the means of a sustainable economy, good governance and sound science (see Figure 2).

From a social care perspective, one of the key points of interest of a sustainable development approach is that it provides an overarching framework with which to understand and act on the multi-dimensional relationship between human health, health inequalities and the environment. One obvious example is climate change and the health risks, particularly for the most vulnerable in society, that are associated with extreme weather events. Equally, sustainable choices made in relation to both

Figure 2: The principles of sustainable development



Source: *Securing the future* (HM Government, 2005)

personal lifestyles and service delivery can have a range of co-benefits for human health and the environment. For example, walking and cycling (often referred to as 'active travel') promote health and reduce the carbon emissions that cause climate change. Another example is the potential for gardening clubs associated with older people's homes (as featured in one of our case studies) to support older people to be more physically active, promote social interaction and provide a nutritious, fresh, cost-effective and low-carbon source of local produce for the homes' kitchens.

Four main 'signature' approaches and ideas are associated with the practical implementation of sustainable development. These are outlined below in order to highlight the synergies between them and the need to provide better-quality social care, improve the linkages between social care and health, put the social care system onto a sustainable economic footing and make communities central to more locally based social care solutions.

- i) *Pursuit of clear and consistent long-term outcomes.* A sustainable development approach begins with a clear definition of the long-term and integrated social, economic and environmental outcomes that are to be achieved. It also looks at resourcing in terms of ensuring that any expenditure is supportable in the short term and represents good value in the longer term.
- ii) *Focus on the whole system.* This means ensuring that apparent benefits in one part of the system are not working against the outcomes that you wish to achieve somewhere else in the system. For example, replacing people with technology in

an advice service context might appear to reach more people at lower cost, but at the expense of earlier decline into dementia for people for whom the advice service was one of their few chances for social interaction.

- iii) *Prevention rather than cure*. Central to sustainable development is a focus on looking at the root causes of socio-economic and environmental problems, and looking for solutions that address these so as to prevent larger and often more complex and costly problems which have to be solved further down the line.
- iv) *Meaningful engagement of citizens and communities*. A sustainable development approach also places great emphasis on creating sustained and meaningful ways to engage local citizens and communities in both the initial definition of outcomes and the development of solutions for attaining them.

1.4 The policy context

This section gives a brief overview of national policy relevant to a system of sustainable social care. Publications highlighted in bold are key policy documents that are discussed in more detail in the full mapping and analysis of the policy context in Appendix One.

Government policy has offered little guidance on how the principles of sustainable development should be applied to social care, particularly in comparison with the NHS. For example, ***Putting People First*** (HM Government, 2007), a cross-government White Paper outlining a shared vision for transforming ASC, describes the service context within which sustainable systems of social care will have to be delivered, that is, a personalised care system, a commitment to independent living for adults, and a collaborative approach between local and central government, professional leadership, providers and regulators. However, it contains no specific mention of sustainable development, environmental impacts generally or carbon reduction in particular, in relation to service provision.

The first explicit commitment to address sustainable development in social care was made in the Department of Health's second Sustainable Development Action Plan 2009–2011. This provided broad encouragement for local authorities, as commissioners of social care, to promote sustainable development across the sector, particularly (but not only) through reduced carbon emissions and by adapting services to the impact of climate change. Our research is one of the actions taken forward in support of this. More specific guidance on mitigating against climate change was offered in ***Heatwave*** (DH, 2009), which provided advice to health and social care professionals on supporting vulnerable people before and after a heatwave. SCIE subsequently published *Dignity in Care (Nutritional Care – Hydration)* as complementary guidance.¹

There is, however, a range of national policies and strategies which, while directed at public service provision more generally or at the National Health Service (NHS) in particular, provide a context and framework for how sustainable development can be implemented in social care settings. Key among these is *Securing the Future*, as mentioned earlier, which outlined the UK strategy for delivering a better quality

of life through sustainable development. As well as providing a sound platform for enacting sustainable development through public policy, it also made a commitment to strengthen the Comprehensive Performance Assessment of local authorities to take more account of sustainable development and the local environment.

The Climate Change Act 2008 is another cross-government strategy that provided a context for sustainable social care. This legislation provided a legally binding and long-term framework for cutting carbon emissions and for developing the UK's ability to adapt to climate change across the public sector. At its core is a commitment to reducing the UK's carbon emissions by 80 per cent from a 1990 baseline. Of particular interest to the current research is the statutory responsibility that the Act places on local authorities to report on the current and future predicted impacts of climate change on ASC and proposals for adapting to climate change. The Carbon Reduction Commitment Energy Efficiency Scheme (formerly known as the Carbon Reduction Commitment) is a mandatory carbon emissions trading scheme to cover all organisations using more than 6,000 MWh per year of electricity (equivalent to an annual electricity bill of about £500,000). Implemented in April 2010, the scheme is clearly of significance for social care that is being commissioned or delivered by local authorities.

A second policy area focusing on sustainability with implications for social care is commissioning and procurement. While there is no binding national level policy or obligation in relation to the sustainable procurement of public services, a number of documents since 2005 have helped raise the profile of this agenda. These include *Procuring the Future* (DEFRA, 2006), a procurement action plan that aims to embed sustainable development practice (social, economic and environmental) in procurement and investment decisions across the UK public sector, and *Procuring for Health 2012: Sustainable Procurement Action Plan* (NHS PASA, 2007), a five-year strategy setting out how sustainable procurement in the health sector can be used to achieve improved health and well-being for the people, the environment and the economy. This latter document argues that to act sustainably is integral to providing effective health and social care services to society. It also identifies opportunities for the NHS to procure, commission, plan and work jointly with local authorities and other organisations through local strategic partnerships (LSPs) and local area agreements (LAAs), and the joint strategic needs assessment (JSNA) and the Commissioning Framework for Health and Well-being.

The development of a policy narrative that focuses on 'sustainable communities' is another broad theme within the overall policy context for sustainable social care. For example, the local government White Paper, *Strong and Prosperous Communities* (CLG, 2006), includes a section on climate change, acknowledging the challenge it presents for local services. It discusses the role of local government in achieving sustainable development by mitigating and adapting to climate change, particularly by taking a leadership role in reducing carbon emissions. Subsequently the *Sustainable Communities Act 2007* introduced Sustainable Community Strategies, with the aim of promoting and improving the economic, social or environmental well-being of local authority areas and contributing to sustainable development in the UK. The relevance of this legislation to our research on sustainable development and social care is largely due to the way it links sustainable development to an

agenda for increased community engagement and the localisation of service provision. This has a great potential impact on the role of local authorities as 'enablers' and commissioners of sustainable local services, including ASC.

The NHS has benefited from far more targeted guidance on how to implement sustainable development. This is partly due to an increasing recognition of the links between the core mission of the NHS and the goals of sustainable development. Specifically, sustainable services help to create an environment that promotes health and well-being. Within the NHS, multiple policies, tools and guidance have been developed to promote sustainability, many of which could usefully be applied to ASC. A full list of these policies can be found in Appendix One, but one key example is *Saving Carbon, Improving Health* (NHS SDU, 2009, updated in 2010). Published by the NHS Sustainable Development Unit (SDU), the strategy identifies key areas of service delivery where carbon reductions can be made, including procurement and food, building design and management, partnership working, promoting care closer to home, assistive technology, low carbon transport, home working opportunities and staff development. Also of particular note is the **Good Corporate Citizenship Assessment Model** (2006)³, which is based on the five principles of the UK Sustainable Development Strategy and provides a web-based self-assessment tool focusing on six areas of sustainability: travel; procurement, facilities management, community engagement, workforce, and buildings.

In the next chapter we describe how some of the policies mentioned above have acted as drivers for sustainable development within social care, using a range of case studies as examples.

2 Case studies

2.1 Overview

In this section we describe the research case studies that were identified as examples of good practice for sustainability in ASC. The primary focus of this research was to understand what local authorities as commissioners and providers could do to create the conditions for a more sustainable system of social care. Within this framework, our case studies were selected to reflect a range of scenarios, including different aspects of sustainability, small and large-scale initiatives and a mix of rural and urban settings. Application of these criteria led us to focus on four case studies:

- Bristol City Council: Adult Health and Social Care Services
- London Borough of Camden: Sustainable Outcomes Commissioning Model
- Cornwall County Council: Department of Adult Care and Support
- Time Together Gorseinon, Swansea.

Three additional smaller-scale initiatives of broad relevance to sustainable ASC are also presented:

- East Sussex Sustainable Community Strategy
- Hertfordshire Environmental Forum
- Assistive technology, telecare and telehealth.

2.2 Bristol City Council: Adult Health and Social Care Services

2.2.1 Introduction

Bristol City Council provides a good example of how a local authority's corporate strategy to improve the sustainability of all council activities can reduce the environmental impact of its ASC services.

The 'Sustainable City' corporate initiative dates back to the beginning of the 1990s. The focus in its early days was on directorates such as planning, housing and transport, where the opportunities for improving environmental performance were more obviously apparent. Since the mid-2000s there has been increasing recognition within the council of the potential contribution that health and social care (including adult care) can make to helping achieve the council's sustainability objectives. Likewise, as different projects have been implemented, the benefits for social care (in terms of cost savings and improved experience for people who use services) of adopting a sustainable development approach have been realised.

2.2.2 Sustainable initiatives

Within the broader context of the Sustainable City programme described above, this case study research focuses on two specific initiatives that are helping make adult care in the council more sustainable: (i) an Eco-Management and Audit Scheme (EMAS), and (ii) planning services to adapt to climate change.

2.2.2.1 Eco-management and audit scheme

EMAS is an environmental management scheme which aims to ensure that Bristol City Council both complies with environmental legislation and continually improves its environmental performance. EMAS is an internationally recognised standard, set up by the European Commission in 1993. It was adopted by the council in 2005 and extended to its health and social care directorate in 2008. The standard is maintained via six-monthly visits to the council by an external auditor. The audit involves visits to and inspections of a representative range of council sites and services, along with checks of the council's environmental database.

A key mechanism for embedding EMAS in directorates has been the appointment of environmental advisers who each represent a directorate and are also located with the overarching Sustainable City group that sits within the Environment and Planning Department. The environment adviser in health and social care is trained as an Institute of Environmental Management and Assessment (IEMA) lead auditor and reports directly to the service director of care services and to the directorate leadership team. The environment adviser has been working across four main areas to reduce the directorate's environmental impact:

Reducing energy use in buildings

Health and social care is using the Local Authority Energy Fund (LAEF) to make its older people's homes and day centres more energy efficient. LAEF is a rolling year-on-year loan scheme, so that as buildings are made more energy efficient using insulation and energy-efficient lighting schemes, the council pays back the loan using the savings on its energy bills. It has carried out various refurbishment projects since 2007 and estimate that it is currently saving £66,000 each year on fuel bills. It is currently looking into the possibility of fitting biomass boilers in two of the homes that are about to be refurbished.

Reducing business travel, and travelling more sustainably

The directorate has reduced its business mileage claims by 20 per cent since 2006/07. This has been achieved by the tighter management of claims and giving staff a Google Map link so that they can calculate their mileage more accurately. Staff also use homecare planning software to ensure that car routes are planned as efficiently as possible. Other initiatives have involved the adviser working with staff to identify opportunities for reducing travel through different approaches to planning the working week, for example, by having one day in the office to deal with paperwork, and optimising the number of client visits on travel days.

Work is beginning on a feasibility study into a 'community interest company' working in partnership with teams in the NHS. This could potentially offer low-emission travel options such as pool cars and electric bikes to social care staff. This would offer a range of benefits including reduced emissions, cost savings and active travel options for staff.

Waste management

A number of initiatives have helped the directorate to increase its recycling rates and to reuse care and office equipment. An awareness-raising campaign has been implemented to make all staff in offices, older people's homes and day centres more aware of recycling. More recently a food waste recycling trial has been taking place, with a potential roll-out to all units.

Encouraging biodiversity

The older people's homes team and the parks department have been developing a joint initiative to run gardening clubs at older people's homes. The intention is for clubs to be run by parks staff and apprentices. The initiative will deliver multiple social, environmental and health benefits, such as the social benefits of bringing people of different ages together, biodiversity benefits, opportunities for older people to be physically active and to get involved in gardening again, as well as providing fresh fruit, salad and vegetables for the homes.

2.2.2.2 Adapting services to climate change

As part of a wider piece of work to respond to National Indicator 188 on Planning to Adapt to Climate Change⁴, the environment adviser in health and social care has been working with the overall council lead for climate change adaptation to look at the implications for ASC.

The Sustainable City Group ran an initial workshop with staff from the health and social care team, plus a number of external organisations including the local primary care trust (PCT), to scope the potential risks from climate change to vulnerable people and service delivery. Priority risks identified by this group, and through a wider consultation exercise relating to all aspects of the council's services, will be managed through the corporate risk management process, feeding into service and business continuity planning, as required, plus relevant directorate risk registers. A strategic comprehensive action plan, in development, will detail the priority risks, strategic actions and findings from Bristol's Local Climate Impacts Profile (LCIP), which appraised the vulnerability of council services to extreme weather, through reference to past experiences.

One of the key strengths of Bristol's approach is the emphasis on the meaningful involvement of service delivery teams in this process. This helps ensure that the issues identified are genuinely pertinent to the delivery of ASC and also that health and social care staff have had the opportunity to think through the issues relating to climate change for themselves. This supports the development of a deeper awareness and capability in relation to sustainable development across that team, and how it might be relevant to service delivery beyond the obvious issue of climate change adaptation.

The council has also been working with the PCT to look at how climate change will impact on service provision. For example, if the adult care team in Bristol County Council is constrained in delivering services because of extreme weather events or

interruptions to the supply of energy, fuel or food, this will displace people into acute care. Equally, extreme weather events and their knock-on effects could increase the number of vulnerable individuals that social care services would need to deal with.

The next step in this process will be to provide targeted support for staff within key teams in ASC, so that they have guidance and tools to support the implementation of risk response processes.

2.2.3 Drivers, benefits and costs

Two key drivers have supported the integration of sustainable development within adult care. Through the Sustainable City Group there is a strong corporate framework and a number of practical mechanisms (for example, the EMAS team) that drive and support the implementation of the council's corporate sustainability objectives.

'Part of the role for our team is to hold the overarching framework so that people don't get overwhelmed by all the different initiatives. We can show people that all the different initiatives are reinforcing each other and how they relate to the bigger picture, and help people to see that it is all about people's day jobs in the end.'

Sustainable Team Manager, Sustainable City Group, Bristol City Council

Climate change has also provided a focus for a range of sustainability initiatives and their implementation in all directorates. The Peak Oil report⁵ that was commissioned by Bristol in 2009 has been a big driver for raising the profile of the work that the Sustainable City Group is doing. The natural linkages between climate impact risks and business continuity have helped galvanise the attention of senior managers and care delivery teams, helping people to understand that sustainability is very pertinent to their core mission rather than something separate from it.

Within this context a number of factors have supported the integration of sustainable development in adult care operations and service delivery. In particular, the embedding of sustainability professionals within the adult care team has been enormously helpful in developing and implementing a range of initiatives to lower the environmental impact of ASC.

The development of good working relationships and consensus building across the Sustainable City Group, the corporate procurement team and adult care team has also been a key factor. It has enabled the corporate teams to develop a detailed understanding of how sustainability applies in an adult care setting and to provide practical resources for adult care staff and managers. It has also enabled adult care staff to have the opportunity to think about sustainable development and its relevance for their roles from first principles, thus building a much deeper capacity around sustainability than if people were given policies to deliver from on high.

A range of performance indicators is used to monitor the impact of sustainability initiatives within Bristol City Council. Within health and social care these demonstrate a range of successful outcomes, including:

- a six per cent reduction in business mileage claims for the 1st quarter of 2010/11 as compared with the same period in 2009/10
- annual savings of approximately £65,000 through reduced energy usage in buildings
- carbon savings of 257 tonnes per year, leading to reduced liability of £3,084 to the Carbon Reduction Scheme.

It is difficult to calculate the cost of a corporate approach to embedding sustainability into all council activities. However, specific costs for Bristol include use of the EMAS system to cover registration, training and verification. These have been estimated at €50,000 for organisations with over 250 employees. Costs specific to social care include an 18.5 hours per week environmental adviser post.

2.3 London Borough of Camden: Sustainable Outcomes Commissioning Model

2.3.1 Introduction

This case study looks at a system of commissioning based on the integration of sustainable development outcomes into the design and delivery of social care services. This approach was piloted through a £2 million contract for mental health day services, leading to the award of the contract to a bid that was not the cheapest but was strong in terms of the wider social, environmental and economic outcomes.

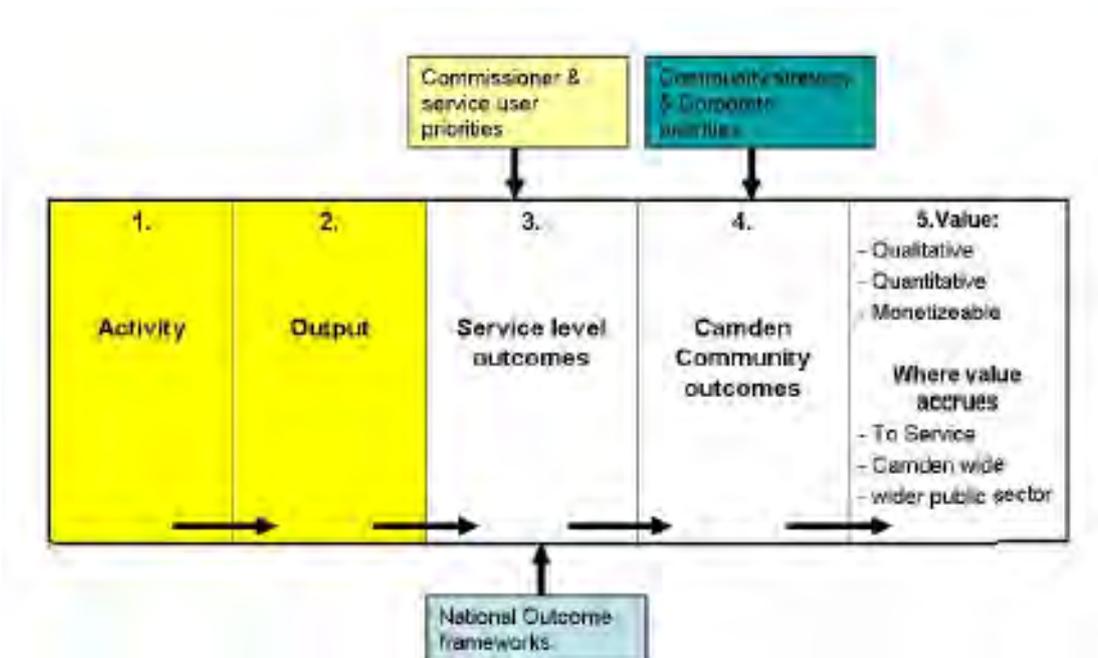
There are plans to 'mainstream' this approach to procurement more generally, using tools and associated guidance that have been developed to measure outcomes and implement staff training. New software is also being implemented for commissioning, which will highlight environmental risk and allow weighting of contracts in terms of sustainability standards.

2.3.2 Sustainable Initiatives

In 2006 the London Borough of Camden appointed the New Economics Foundation (nef) to develop and pilot a commissioning model that was outcome-focused and that captured the value of outcomes at both service level and wider community level – including economic, environmental and social outcomes (the 'triple bottom line'). The model also aimed to track the value to the service, to the council and to the wider public sector of the achievement of these outcomes.

Working closely with the council and with service providers, nef drew on the Camden Sustainable Community Strategy to go beyond service outcomes and develop a menu of wider social, economic and environmental outcomes and indicators⁶. The model is shown in Figure 3.

Figure 3: The Camden/nef Sustainable Outcomes Commissioning Model



Tools and associated guidance were also developed to measure outcomes and implement staff training.

The Best Value review of these services in 2005 found that they 'were not meeting the needs of some groups of Camden citizens – in particular younger people and ethnic minority groups suffering from mental ill-health'.⁷ The review also stated that more should be done in day services to 'promote the interdependence and recovery of service users and involve them more in the design and delivery of services'.

The contract for mental health day services was worth £2 million over three years. Under the new outcomes-based commissioning model, the tender specification included questions about how environmental aspects would be delivered (for example, recycling and the reduction of waste) and specified that the principles of co-production be included in service delivery. The contract was won by a consortium of three small to medium-sized locally based third sector organisations: the Holy Cross Centre Trust, Camden Volunteer Centre, and Mind Camden. It was not the cheapest bid in terms of upfront costs, but was successful due to its focus on social, economic and environmental objectives. These included: the active involvement of people who use services in the design, delivery and evaluation of services; local sourcing of catering supplies; and encouraging recycling and cycling initiatives with people who use services and staff. In effect, the approach to commissioning takes into account a whole range of ways in which a contract can add value to the service that is being delivered. Equally, there is consideration of the social, economic and environmental costs that are often hidden within a cheaper contract because their effects are borne by other departments within the council, other public services or other geographical areas, for example, the impacts on service users' health and the local economy of procuring poor-quality, overly processed mobile meals from a global conglomerate.

Key features of the service commissioned through the outcomes model included: a wide range of volunteering opportunities; a community development approach to mental health promotion, involving black and minority ethnic and other community groups in Camden in the provision of services; and training courses for volunteers (including service users) to start working towards their Level 2 Certificate in Mental Health.

As part of its services the Holy Cross Centre Trust runs a timebank that enables members to exchange their time and skills while at the same time involving participants in healthy and environmental activities for themselves and the wider community, assisting the service to move out of the traditional role of 'service provider' and into partnership mode. King's Cross Timebanking enables participants to earn credits for helping with the service or helping other service users. Credits can then be used to purchase someone else's time or to participate in an activity organised by the consortium or another organisational member of the timebank, which includes a local cafe and theatre. The timebank credits have improved take-up of some under-used services in the area. The scheme has acted as a 'great leveller' and removed some of the stigma attached to people who use mental health services because the timebank includes a range of people and volunteers. It enables people to 'contribute to' as well as 'use' services.

The commissioning model and outcomes tools have been rolled out to other contracts including Supporting People, Homecare and Dementia, young people's substance misuse and family and parenting support and community centres.

The four aims of the Camden Sustainable Community Strategy⁸ were incorporated in the tender for mental health services, and the model has helped engender a change in culture towards thinking more broadly about the potential to deliver a range of sustainable development benefits through commissioning. This means shifting from a focus on outputs and 'number crunching' to broader outcomes, as well as including innovative elements such as co-production.

In practice, the greatest focus has been placed on the social capital that is derived through the contracts. The emphasis on the environment is thought to be more dependent on the type of service being commissioned, and more relevant to some tenders than others. For example, sustainable development has been integrated in the commissioning of community meals, and the service is expected to use locally sourced food delivered by more energy efficient vans and to provide high-quality nutritious meals. The service is being delivered by a multi-national company but with a local base. Likewise the council is going through a procurement process for new residential homes for older people, and this is said to include sustainability issues such as greater energy efficiency. Unless the environmental aspects are explicitly identified and monitored then they are not usually counted.

Although the commissioning model seems to focus less on environmental concerns, combining this approach with wider Camden Council policies allows for environmental sustainability to be taken into account in all procurement processes. Ongoing initiatives include the following:

- Fourteen sustainable procurement standards are being developed which involve assessment of risk to the environment, and these will be brought together to form the environment procurement policy for the borough.
- The council is currently implementing new software for commissioning that will highlight environmental risk and allow weighting of the contract in terms of the sustainable standards. The council's sustainability team will monitor and evaluate the contracts in terms of these standards.
- The Camden Climate Change Alliance also offers support to small groups/ organisations and business support services as well as holding events. Three council sustainability officers run these services and advise others how they can raise awareness of the climate change agenda and measure and reduce their carbon footprint. The aim is to encourage organisations working for/with Camden, including small and medium-sized enterprises (SMEs) (10 employees and upwards) and voluntary, community and social enterprise sector organisations, to develop an environmental policy.

2.3.3 Drivers, benefits and costs

Commissioning is a large and complex issue for local authorities. However, by developing this as an area for sustainable development and developing a model that considers outcomes across a range of social, environmental and economic objectives, Camden has generated the potential to make a significant and ongoing impact on the sustainability of its services and the well-being of the wider community.

Three main factors catalysed and supported the development and implementation of the Sustainable Outcomes Commissioning Model in Camden.

2.3.3.1 Service improvement

The model was developed following a review of mental health services, which highlighted the need to change and improve the services being delivered. Following the review, a change in political administration prompted consultation and development of the Sustainable Community Strategy, which prioritised issues of population growth and the environment. These two drivers, along with the need to develop better services that involved users in their design and delivery, led to the Invest to Save bid.

2.3.3.2 Political ambition regarding environmental sustainability

Strong political ambition and the will to excel in relation to environmental issues provided a supportive context both for the development of an outcomes approach to commissioning and for the broader focus on contributing to sustainable development through procurement and the council's services and operations.

2.3.3.3 National policy and priorities

The **Climate Change Act 2008** and the inclusion of climate change and other environmental impact indicators within the comprehensive area assessment also provided a strongly supportive context for the Sustainable Outcomes Commissioning

Model, and the outreach and support to external organisations and the wider community on these matters. For example, the council has set ambitious targets in relation to National Indicator 185 (Reducing Carbon within Council's own Operations).⁹

The initial funding to develop the Sustainable Commissioning Model came from a successful bid to the government's Invest to Save programme. This provided funding of £422,000 over three years with the overall aim of providing more opportunities for the third sector to supply goods and services to the council in a more socially responsible way. The project is being evaluated as a pilot of the Substance Views initiative,¹⁰ which aims to provide innovative technological solutions to the problem of demonstrating public service outcomes and social value.

2.4 Cornwall County Council: Department of Adult Care and Support

2.4.1 Introduction

Cornwall County Council has combined 'top-down' and 'bottom-up' approaches to sustainability. A strong corporate approach is framed by a county-wide sustainable development plan that aims to 'embed a culture of sustainability throughout the organisation'. Implementation measures include establishing a sustainable procurement team, a sustainable development officer, a cross-authority sustainability steering group that includes the deputy leader of the council and an integration tool to ensure that a common set of sustainability outcomes forms the framework for service planning and decision making across all service areas. At the same time, a large number of initiatives have been introduced within the Adult Care and Support team that contribute towards sustainability but were often implemented as much with a business efficiency outcome as with a sustainability objective in mind. Key to this approach is a network of environmental representatives (EnReps) who support a range of measures to reduce the environmental impacts of service operations.

2.4.2 Sustainable initiatives

The Cornwall approach to sustainability incorporates a large number of activities of varying scale. Some examples are presented below under four headings:

- 1 Promoting independence and reducing 'care miles'
- 2 Sustainable procurement
- 3 Resource efficiency
- 4 Preventative care services.

2.4.2.1 Promoting independence and reducing 'care miles'

- Adult Care and Support policy is to provide services as locally as possible in order to reduce travel by both customers and staff. A financial evaluation was recently carried out to assess the relative costs of a localised versus a centralised model of care home provision, using a geographical information system to identify the most accessible locations for people who use services. As a result of this the

senior management team are currently considering a proposal to move from six large centres to a model comprising six hubs and ten local drop-in centres. This model would allow more service users to access centres via public transport, thus promoting greater independence of the individuals concerned, savings for the council in terms of taxis and minibuses and a reduction in the carbon emissions associated with user travel to centres.

- IT systems have been put in place to allow staff to conduct meetings by video and teleconferencing as far as possible, and also to enable staff to work effectively from their local centres and homes. A recent analysis of the potential to reduce staff mileage even further through more efficient planning of care visits and the working week (for example, staff not going to their work base first thing each morning before going on visits, and also setting a minimum number of visits per day, setting aside specific days when staff stay at home to write up their reports) suggests that these approaches could yield a £80,000 per annum saving, together with the obvious benefits for reducing carbon emissions.
- The implementation of FACE (Functional Analysis of the Care Environment, a care planning tool that is widely used in England and approved by the Department of Health for use with the Single Assessment Process) across the health and social care communities of Devon and Cornwall is also a 'triple win' for service quality, cost reduction and lowered environmental impact associated with avoidable business travel. The system enables health and social care staff across Devon and Cornwall to access client information across agencies, and to co-work on individual care assessments, care plans and contingency plans. This avoids duplication, leading to time efficiencies, more accurate and up-to-date client information, an integrated response and improved quality of service for people who use services, and reduces mileage associated with duplicate and unnecessary client visits.
- An energy-efficient pool car has been provided for one of the teams. As well as reduced carbon emissions, Cornwall saves about £600 annually with this approach compared to the mileage allowance they would have paid to staff using their own cars.

2.4.2.2 Sustainable procurement

The social care procurement team is introducing an 'approved provider' process for ASC and children's services. In essence the process requires potential providers to submit information that enables Cornwall to give each provider a rating based on a number of criteria, including some relating to sustainability and price. Only providers that meet a minimum standard will be included within the scheme, and it also allows the council to keep some control over price, ensuring that the current competitive prices that the council is able to achieve through its professional procurement team are not lost as individual budgets are implemented.

The approved provider process sits within a broader context for sustainable procurement that is being driven at a corporate level. Key elements of this overarching approach include: a sustainable procurement policy; sustainability specifications that form part of every pre-qualifying questionnaire (PQQ); a sustainable procurement explanation and good practice document for staff; and an e-learning module on sustainable procurement that all staff with procurement

responsibilities are actively encouraged to take. The questionnaire is included in Cornwall's guidance on sustainable procurement, which can be found in Appendix Three.

2.4.2.3 Resource efficiency (enhanced services for reduced costs and less environmental impact)

- An innovative project with Tremorvah Industries, a workshop for people with learning disabilities, demonstrates that the recycling and refurbishment of equipment offers an opportunity to reduce the department's costs and environmental impact, while at the same time providing a source of meaningful employment for people who use services.
- As well as being a demonstration centre for larger community equipment, Tremorvah runs a workshop which refurbishes and constructs equipment as well as buying equipment in. Recently, it has integrated its community stores with the primary care trust in Truro, and as part of this, has sought opportunities to recycle and refurbish equipment for the local hospital. This is a triple win from an Adult Care and Services Support point of view – there are financial savings for the hospital and extra income for Tremorvah (£5,698 income for Tremorvah and £26,073-worth of equipment refurbished and returned for hospital reuse), the work gives meaningful jobs to people with physical and learning disabilities and it reduces the environmental impact of the equipment associated with ASC (carbon embedded in the item, carbon emissions associated with sending equipment to landfill and also transportation costs of importing equipment from outside Cornwall).
- A project to recycle clothing, cooking and engine oils, paper and magazines at another of Cornwall's day centres for people with learning disabilities generates an annual income credit of around £1,500. The department also donates older computer equipment to charities and good causes across Cornwall, and obsolete sensory loss equipment is donated to developing countries. The overall equipment recycling rate within Adult Care and Support is 73 per cent, and it was second only to Birmingham Council in the cost per item delivered. This is a big achievement for a rural county and, again, has been achieved by optimising the use of vehicles.
- Building management systems for heating have been installed in all significant buildings, and biomass boilers have been installed at ASC headquarters and one of its larger properties. Staff volunteers ('EnReps') carry out audits and make sure equipment is turned off when not in use.

2.4.2.4 Preventative care services

The department views the provision of preventative care services as sustainable in terms of mitigating the need for costly and intensive personal and/or nursing care, improving quality of life for customers, and reducing the environmental impact of transporting staff (and often meals) to customers. For example:

- The work of rapid assessment teams, occupational therapists, rehab services and integrated therapy teams (which include care staff and support workers) enables individuals to fully achieve their maximum potential, often following a significant

health incident or crisis. Adult Care and Support also provides preventative care services that offer low-level care, assistance and equipment to enable people and carers to sustain their arrangements at home for longer.

- The department supports carers by offering information, advice, short breaks, respite, support and cash payments, and creating the opportunity for carers to return to work, take up learning opportunities or leisure activities alongside their caring duties.
- Sustainable communities are built by harnessing local networks, linking people to voluntary and community preventative services (supported by £3.5 million council investment) and offering information and signposting to the generic community services that are available. Currently around 9,000 vulnerable people are served each year through 84 local community organisations.

2.4.3 Benefits, drivers and costs

One of the key lessons from this case study is that there are considerable advantages to combining a range of approaches and initiatives to sustainability at all levels within an organisation. By taking this approach, Cornwall County Council is embedding sustainable development across the delivery of all services, including Adult Care and Support. Most of these initiatives are realising simultaneous benefits in terms of improved services for customers, more effective use of limited council budgets, benefits for the local economy and reduced environmental impact.

Several factors have driven and encouraged sustainability in Cornwall's Adult Care and Support. First, corporate leadership and strategy, supported by a range of mechanisms and tools to embed sustainable development across all areas of service delivery, clearly play an important role. Reduced environmental impact has sometimes been a secondary consequence of a primary motivation to deliver enhanced customer service, and to get the best value out of lean budgets. The personal drive and effort of staff who feel committed to sustainable development is also crucial and has been encouraged through the role of EnReps. It is also clear that a pro-sustainability working culture, practices and initiative have evolved over time.

As a member of the sustainability team explained:

'Sustainability manifests itself in different ways in different council services, but what makes the difference is getting the culture right. To really be successful at this you have to win hearts and minds.'

Another clear driver has been the desire on the part of managers to provide the best possible service for customers and to make lean budgets go further. Key managers within Adult Care and Support see a clear alignment between this agenda and the corporate agenda to embed sustainable development in service delivery. While there were clear environmental benefits in terms of reducing 'care miles', best value for customers was the primary motivation behind a number of initiatives such as the measures that have been put in place to reduce car miles. The equipment recycling project with Tremorvah Industries not only provides meaningful work for people with learning disabilities, but has also enabled Tremorvah to generate additional income that could be reinvested in the centre.

The costs of such a broad range of initiatives within a large organisation are not known. While it can be assumed that many of the measures introduced require a significant investment, there are also considerable opportunities for longer-term savings through, for example, reduced energy use, lower transport costs and high levels of recycling.

2.5 Time Together Gorseinon, Swansea

2.5.1 Introduction

Time Together Gorseinon is an experimental project exploring a new model of social care and support that is sustainable in terms of the environment, the economy and social capital. This initiative focuses on a partnership between people who live in the Gorseinon area of Swansea, those who commission and deliver care and support services and other agencies and community groups that provide recreational, social and health services in the local area. The project emerged through an initiative called Sustainable Lives,¹¹ a community-based cooperative inquiry into new ways of providing support to people in Swansea, driven by concerns over the sustainability of existing professionally led models of social care. These concerns have emerged in the context of a growing deficit of social care and support due to climate change, the fiscal crisis and an ageing population. This has led to the conclusion that services can only be sustainable if they include a large element of co-production through local communities, supported by professionals in statutory and third sector agencies.

2.5.2 Sustainable initiatives

Swansea Council is a pilot site for the personalisation agenda in Wales – known as Citizen Directed Support – and Time Together Gorseinon is one of a number of pilot projects developed in response to this. The key pillars of Citizen Directed Support are changing the operating model of ASC, transforming services and increasing support networks using a community development-type approach. Time Together Gorseinon is an attempt to explore the potential for developing an ambitious and innovative system of community-based social care and support. This initiative is based on two core structures:

- 1 Time Together Alliance, a collaborative partnership of social care and support provider organisations, commissioners, and community leisure groups, and
- 2 Time Together Network, comprising individuals who can provide each other with mutual care and support based on their skills and experience. In return for this they are rewarded with time credits, which they can use to access community activities, events and support provided by other network members.

The project is being developed through a process of mapping the known needs of citizens for social care and support in the area. At the same time, a scoping exercise will assess existing levels of 'social capital' by identifying third sector organisations and quantifying the number of hours they represent in terms of input to the community. This will give a baseline measure that can be tracked as the initiative develops. A computer database will then be established of individual and shared

contributions to the alliance's development that are being offered by member organisations.

At the same time alliance members will identify people they would like to invite to join the network, guided by a shared development plan. 'Conversations' are held with these citizens in order to explore their views, aspirations, interests and skills as a guide on which to base the activities offered; for example, conversations with sheltered housing residents led to development of sessions on card making and indoor gardening. Citizens involved in these conversations are invited to join the user network. In order for the model to be sustainable, it is important for the alliance to agree with commissioners at the City and County of Swansea the outcomes that the project will achieve. These are likely to be both individual outcomes that describe results that services will achieve in people's lives, and shared community-based outcomes such as community capacity building, resource efficiency and working towards the principles of 'One Planet Living'.²¹

Community, social and recreational assets can then be made available to support the work of the network. For example, it is hoped that local leisure service providers will give free access to network members in return for the time they spend on Time Together Gorseinon events or activities. Once the system is fully developed it will also have considerable potential to promote inter-agency working in a way that meets individual needs more effectively.

The project is supported by Timebanking Wales,¹² which has experience of taking an asset-based approach to community development. Timebanking is a long-standing system for developing a dialogue between citizens and statutory and non-statutory community organisations. Its overall aim is to move from a culture of people being passive beneficiaries of services to one where they become active citizens for change. Good communication between agencies, citizens and community groups is crucial to the project's success and is being facilitated through the existing Swansea People social networking website. The main resource required to establish the pilot is dedicated time of alliance members from both statutory and third sector agencies involved. This focuses on development tasks such as mapping work. It is hoped that, once the project is shown to be successful, the alliance members will each contribute towards further development, possibly by funding an administrative post.

2.5.3 Benefits, drivers and costs

Environmental concerns are not the only driver for Time Together Gorseinon, but environmental issues are addressed through the Welsh Assembly's sustainable development plan, as well as corporate policies within the council that have to be met through the commissioning processes. As a result, ASC services operate within the context of environmental concerns. For example, there are discussions around reducing the provision of buses for people to access day services in order to increase independence of people who use services, and this may also have environmental impacts if more local services or general public transport are used. However, the Time Together Gorseinon project aims to transform the entire system of social care and support in a way that could have major implications for sustainability in terms of the environment, the economy and social capital. For example, the co-production

model has considerable potential to reduce care and support miles and therefore to reduce carbon emissions, while at the same time reducing production costs. Similarly, an asset-based approach to providing care and support within the community can provide many opportunities for social interaction.

The project has come together at this point due to several complementary drivers, including the council's need to respond to projected cuts in public spending, the opening of a new community centre that wants to increase engagement with the local community and promote sustainability and the willingness of a local learning disability charity to devote time resources to this new approach to supporting people who use services. A reduction in spending is not the key driver for the council since there has always been pressure on spending in social care; rather, it is about transforming the way services are being delivered and creating a better way of providing social care in the long term. The hope is that a culture change will be achieved through a mutual process rather than through imposition. Time Together Gorseinon has been developed by using existing resources, and this was a key principle in the development of all of the Citizen Directed Support pilots.

Gorseinon is a well-defined community within the greater area of Swansea which provides the opportunity to try out the timebanking and co-production approaches that have been successful in rural areas of Wales in a larger, more complex, urban setting. It has a new and vibrant community centre to act as a focal point and which already hosts a range of initiatives including local food production, a childcare nursery, computing facilities and community arts. Some local residents have already indicated a desire to become more involved in community-based methods of delivering services. It also had a number of social care clients living in the area who did not have access to local services.

This is an organic model, which starts small in terms of the provider alliance and user network and relies on a snowball effect to build momentum. It requires political engagement at a range of levels; experience from other areas indicates the need to gain the support of local politicians in order for the project to be a success. It also requires the different sections and layers within ASC to work together within the council and this can take time to manage. The community centre and the local community development trust provide a focal point for community engagement but wider engagement depends on the model being seen to succeed.

The key resources in this case study are the local community, individual citizens and the voluntary sector. By adopting a timebanking system for exchanging skills the financial costs are kept relatively low. From a local authority perspective, the main resource commitment is dedicated management time to contribute towards the Time Together Alliance.

2.6 Further examples of good practice

In addition to the full case studies described above, three 'leads' that had been identified during the scoping work were explored through telephone interview and documentary analysis. These provide useful examples of specific, smaller initiatives that provide a framework for sustainable development within ASC.

2.6.1 East Sussex Sustainable Community Strategy

The context for integrating sustainable development and ASC in East Sussex is the Sustainable Community Strategy, 'Pride of Place'. This sets out the strategic vision for East Sussex and prioritises protection of the natural and built environment and responding to climate change. The key element of this initiative is the appointment of a business continuity manager who is located within the Planning, Performance and Engagement Unit of ASC. Responsibility for the climate change agenda is part of the job description in this business continuity role. Although in its early stages, East Sussex demonstrates the importance of having a paid post to integrate the sustainable development and ASC agendas. It also highlights the need for networking in order to facilitate understanding between council departments and professionals.

Drivers for integrating sustainable development and ASC in East Sussex include issues of demographics and geography. As elsewhere, the population of East Sussex has an ageing population, and in particular, it has a relatively high number of people aged 85+ years. The geography of East Sussex also drives the agenda. As a southern, rural county with a coastline it already experiences extreme weather events and will continue to do so in the future. It has experienced heatwaves and flooding so the business continuity plan for ASC is viewed as important.

Leadership is important and the senior staff in East Sussex are committed to the council's climate change board and to partnership working. The appointment of business continuity managers in each department also demonstrates the importance of this agenda. This leadership can be set within the context of national drivers such as the Comprehensive Area Assessment National Indicators relating to climate change, and legislation to reduce carbon emissions.

Efforts to adapt ASC in East Sussex to the impact of inevitable climate change are focused on two main areas:

- 1 county council business continuity planning, and
- 2 community planning to adapt to climate change.

2.6.1.1 Business continuity

The council has developed a climate change risk assessment to allow it to prepare for ensuring that service delivery across the county can continue during extreme weather. This is to meet National Indicator 188 (Planning to Adapt to Climate Change). All services carried out a risk assessment to identify critical services and to enable prioritisation for their recovery in the advent of extreme climatic events. All such services have a critical service business continuity plan which addresses actions to be taken. The risk assessment includes disruption to service delivery, people who use services, staff and premises.

The business continuity manager within the ASC department is a key post and the job description includes responsibility for climate change agenda and business continuity. The current holder of the post described it as an "anomaly", since the reporting line is directly to the assistant director of ASC rather than the head of

the Planning, Performance and Engagement Unit. The business continuity manager represents ASC on the climate change adaptation sub-group of the LSP. Progress so far has been in terms of presence and input to the climate change partnerships and sub-groups and the building of networks. It is too early to report on the impact on the delivery of ASC. The agenda is, however, of importance to ASC given the demographics and geography of East Sussex (see Chapter Four).

Discussions around the *Putting People First* strategy are at an early stage, but clearly it is the driver for the delivery of ASC and thus it will be important to integrate sustainable development within this context. The challenges here are around encouraging independent providers to develop a business continuity approach as well as to think about the impact on commissioning. Another concern is how to integrate sustainable development into joint working (between the PCT and the council), including how to reconcile the allocation of savings where preventative work is carried out.

2.6.1.2 Community planning

The Sustainable Community Strategy for East Sussex, 'Pride of Place', has been an important catalyst for addressing the adaptation of ASC to climate change. One of the nine priorities with the strategy is 'protecting our natural and built environments and adapting and responding to climate change'.

The *Pride of Place Action Plan* published in May 2009 includes two actions for the environment and climate change:

- Encourage partners to work together to promote, protect and enhance the natural and built environment.
- Support the establishment of a new countywide partnership climate change board and work with it to take action on climate change adaptation.

The Sustainable Community Strategy action plan prioritised partnership working to pursue the climate change agenda. As part of the LSP, a climate change project board has been established, which brings together councillors, and assistant directors or directors of the county council's key service areas including the assistant director of ASC.

There are three 'technical' sub-groups:

- the Adaptation Technical Team, focused on National Indicator 188
- the Mitigation Technical Team, focused on National Indicator 185 and the Carbon Reduction Scheme
- the Engage Technical Team, focused on communications and 'getting the message across to the public and across the council'.

The groups all meet quarterly. The ASC business continuity manager sits on adaptation sub-groups of the climate change project board.

2.6.2 Hertfordshire Environmental Forum

Hertfordshire Environmental Forum published a report entitled *Impacts of Climate Change on Hertfordshire's Health and Adult Care Services* in January 2009. The report is cited by other local authorities as an example of good practice and as evidence for the need for ASC to plan for adaptation to climate change. Published on behalf of Hertfordshire County Council and Hertfordshire NHS Environment Group, the report was commissioned to assess the impact of climate change and how the NHS and adult care services would need to respond.

When the report was commissioned there was little evidence on the impacts of climate change on ASC. Although generic health data existed, there were no data about the pressures that extreme weather can place on the delivery of services, other than some information that had been provided by areas that have experienced severe flooding in recent years such as Gloucestershire and Cumbria.

Hertfordshire's report covers the ability to deliver services under extreme emergency conditions and prolonged stress on capacity to deliver services. The key questions addressed were:

- What are the likely impacts of climate change in Hertfordshire and where might these occur?
- What are the likely impacts of climate change on public health and vulnerable people in Hertfordshire?
- What are the implications of climate change for NHS and local authority ASC provision in Hertfordshire?;
- What are the adaptation priorities for NHS and local authority ASC provision in Hertfordshire?

The key messages focus on: the health impacts of climate change, vulnerability to climate impacts, and the implications for service provision. The report suggests that the greatest impacts for services may come from potential increases in high temperature-related illness (particularly in relation to older people) and from an increase in weather-related mental health problems (particularly among those with existing learning disabilities or mental health problems). The report also considers non-medical aspects, including the maintenance of buildings, infrastructure and utilities, in order deal with warmer weather and flooding, and transport issues.

A number of adaptation strategies are suggested, such as autonomous adaptation (measures that enable individuals and communities to adapt themselves); preventative adaptation (reduction in demand for health and ASC); reactive adaptation (increasing the capacity of health and ASC to respond to climate-related health impacts); and strategic adaptation (improving the organisation of health and ASC providers and enabling them to act, within partnerships, to manage the changing health risks associated with climate change).

The recommendations for action include: working in partnership; awareness-raising and education; review of resourcing strategies; locality needs assessments; reviewing the capacity of specialist delivery units; emergency and major incident plans;

consideration of how to use procurement and commissioning procedures; and annual review to introduce an element of climate risk appraisal.

The report has been well received in wider circles, for example, the UK Climate Impacts programme, and sustainability officers in local authorities such as Islington London Borough Council and East Sussex County Council cited it as an influence in their approach to integrating social care and sustainable development. It provides a good evidence base and justification for the need to integrate sustainable development and social care.

2.6.3 Assistive technology, telecare and telehealth

This section outlines the growing evidence base for the economic and social benefits of assistive technology and telecare, although the case for environmental sustainability is more complex and extremely difficult to unpick. It also highlights the fact that, despite this, the take-up of telecare solutions by social care authorities has been relatively slow.

Assistive technology is 'any device or system that allows an individual to perform a task that they would otherwise be unable to do, or increases the ease and safety with which the task can be performed'.¹³ This definition covers a wide range of devices with varying degrees of technological complexity. For example, it could be something fairly 'low tech', like a picture telephone. At the other end of the scale it could be a **telecare** system that combines alarms, sensors and other devices to help people live independently. Such systems monitor activity changes over time and will raise a call for help in emergency situations, such as a fall, a fire or a flood. **Telehealth** is for people with long-term health conditions such as diabetes, heart failure, and so on. Daily readings of vital signs are taken and automatically fed into a stand-alone unit. These results are viewed daily by health professionals who can take immediate and appropriate action if any abnormalities are detected.

All forms of assistive technology have the potential to contribute towards delivering social care in a sustainable way. Any devices that are preventative in that they promote independent living can help to prevent or delay the need for someone to receive more intensive levels of care. These more intensive levels of care are inevitably more expensive and they can lead to reduced social interaction. For example, being admitted to hospital or moving into a care home can disconnect people from existing social networks. At the same time, telecare solutions such as alarms and medication reminders can provide reassurance to carers that their relative is not at risk. By reducing carer burden and carer breakdown, this can contribute towards social sustainability.

Telecare may also have the potential to contribute to environmental sustainability, largely through reducing the number of 'care miles' required to deliver some elements of social care. It could also be argued, however, that by supporting individuals to remain living in their own homes, telecare might actually increase the number of care miles, compared to a scenario where support is delivered to many people in a single residential care setting.

The potential of telecare has been recognised by a recent report¹⁴ that describes it as 'a crucial opportunity to save our health and social care system'. The mainstream application of telecare is also suggested by the Department of Health¹⁵ as one indicator of the extent to which social care authorities are making best use of resources as part of a strategic shift towards prevention and early intervention. Similarly, a government Green Paper on the future of care¹⁶ recognises that using technology to enable delivery of high-quality support is a vital element of the care and support system. It also includes a commitment to continue to promote telecare so that people feel more confident about staying in their own homes for longer.

A range of pilot telecare projects were established across England as a result of the £80 million government preventative technology grant scheme. Despite the potential of assistive technology and telecare to contribute towards sustainability, growth in this area has been slow, however. The projected telecare spend by social care authorities in 2009/10 was under £80 million, a very small proportion of the total spending amount.

There are many examples of how assistive technology and telecare can be used to support the social and economic sustainability of social care. Some of these are highlighted in a recent Audit Commission report¹⁷ as a way of tackling the financial challenge for councils of an ageing population.

- 1 In North Yorkshire, the county council piloted telecare in two areas – one urban and one rural. It used the pilots to test new ways of working with seven housing providers. Now the service is available for all people needing support. Each package is put together to meet the needs of the individual, and can include a medication reminder, a falls detector, exit sensors and flood detectors (when taps have been left running). Where possible, friends and relatives are given alerts from the system so they can help. The costs of introducing telecare in the pilots compare well with traditional care packages. An average telecare package pays for itself in just under six months compared with the alternatives. If the county's previous model of care provision had remained unchanged, then costs would have increased by half by 2020. North Yorkshire is saving £1 million a year by using telecare in place of traditional care packages. This represents a saving of £6,800 per service user. Users rate telecare highly: 91 per cent rate it excellent or very good. The council now has a target of including telecare in 15 per cent of service packages.
- 2 In 2009 Essex County Council pledged to offer a free telecare service for 12 months to everyone aged over 80. The average first-year telecare package cost in Essex was £317, compared with an average cost of residential accommodation of £400 per week. If only two per cent of those using telecare are enabled to remain in their own homes this equates to a saving of approximately £2 million in one year. The use of telecare medication dispensers in place of two 15-minute home care visits a day can save over £4,000 per person per year. An early evaluation of telecare intervention in Essex showed a saving of £3.80 per pound spent across a small sample population, arising from reduced care hours and from prevention of transfer to residential or care homes.
- 3 In North Lincolnshire, mobile computing is increasing the productivity of community and social workers by freeing up time previously spent on travel and

administration for more client visits and better-quality services. Instant electronic access to records of people who use services and appointment-making systems minimises the need to return to base and therefore reduces travel-related carbon emissions.

- 4 In Bristol a recent assessment indicated substantial economic savings achieved from 129 telecare installations. Comparing the costs of the equipment, installation and maintenance with reduced spending on home care, residential care, nursing care and hospital admission indicated total savings per installation of approximately £600 in the first month and £3,800 over a six-month period.

2.6.3.1 Further resources

The Department of Health Telecare Learning and Information Network is a national network supporting local service redesign through the application of telecare and telehealth to aid the delivery of housing, health, social care and support services for older and vulnerable people. It provides information on policy and service development, mainstreaming, research and practical application of telecare and telehealth in England. It can be found at www.dhcarenetworks.org.uk/IndependentLivingChoices/Telecare/

A whole systems demonstrator trial of telecare and telehealth is being carried out in order to increase the evidence base. This involves a total of over 5,000 participants in three pilot areas (Kent, Cornwall and Newham) and aims to evaluate the impact on cost, user outcomes, clinical effectiveness and organisational factors that may facilitate or impede its adoption and integration. Further details can be found at www.dh.gov.uk/en/Healthcare/Longtermconditions/wholesystemdemonstrators/DH_084255

A video about how an assistive technology initiative in Scotland is enabling people to communicate with consultants remotely to prevent hospitalisation and support carbon reduction targets can be viewed at www.localgov.tv/JamesFerguson

3 Sustainable systems of social care: benefits, drivers, enablers and barriers

3.1 The benefits of sustainable social care

Global issues such as climate change, fiscal crisis, demographic change and an increase in the prevalence of long-term conditions are likely to have a disproportionate impact on the most vulnerable in society. This throws into sharp relief the need for those with a social care policy making or commissioning responsibility to consider the interrelated social, economic and environmental impact of their decisions. For example, it is widely acknowledged that some of the consequences of climate change, such as increased temperature, population displacement and decreased food yields, can have the greatest impact among poor and vulnerable populations.¹⁹ Improving the response of ASC to climate change in terms of both mitigation and adaptation therefore has the potential to address health and well-being inequalities.

Much has been done in the NHS to monitor and plan for reducing its carbon emissions, particularly through the NHS Carbon Reduction scheme and other initiatives of the NHS SDU. It is logical to conclude that application of a similar approach across ASC could also have a significant impact. At the same time, it is important not to underestimate the challenge of such an undertaking, particularly given the complex nature of social care systems: in 2009, £16.1 billion was spent on delivering ASC in England, by 13,000 provider organisations, many of them small and/or independent, some providing residential services and an increasing number delivering care in people's own homes.

Some innovative models of social care that have been featured as case studies for sustainability also aspire to offer additional social benefits. Both Time Together Gorseinon in Swansea and the mental health day services commissioned in Camden focused on increasing social capital as one of the potential outcomes of a co-production and timebanking approach. There is currently no detailed evaluation of either of these projects, although there is some evidence for the ability of such approaches to strengthen community capacity and promote social inclusion.¹⁹

In the context of the current fiscal crisis and the government's commitment to a £155 billion deficit reduction, it is encouraging to note that there is considerable evidence for the economic benefits of some of the initiatives highlighted in our case studies as sustainable approaches. For example, in North Yorkshire, savings of £1 million a year are reported through the use of telecare in place of traditional care packages. In Bristol, the council has calculated savings of £66,000 from the introduction of energy-saving measures in care homes and day centres. There is also growing evidence for the cost-effectiveness of services based on early intervention and prevention, most recently from a national evaluation of the government-funded Partnerships for Older People Project.²⁰

3.2 Drivers for sustainable social care

Analysis of our case studies suggests that specific drivers are important in triggering a more sustainable approach to the way that ASC is commissioned and delivered. These are discussed below within four categories: climate change; corporate sustainable development initiatives; business effectiveness; and individual champions.

3.2.1 The climate change agenda

The climate change agenda and its manifestations across a number of government policies and programmes was clearly a significant common driver among the case studies. As a result, local authorities are increasingly recognising the potential impacts of climate change and how these might threaten the well-being of local citizens, in particular through the interrupted delivery of services caused by extreme climate events and their knock-on effects. Among the case studies, two areas of national policy and legislation were key drivers for the consideration that was being given to the relationship between climate change and the delivery of ASC: first, the statutory duty placed on local authorities to develop a strategic response to climate change as part of the **Climate Change Act 2008**, and, second, the National Indicators on climate change mitigation (NI 185 and NI 186) and adaptation (NI 188).

Several of the case studies that we reviewed were looking at climate change from the perspective of risk assessment and business continuity planning. Bristol City Council and Bristol PCT, for example, were not only considering the direct risks associated with the interrupted delivery of services, but also planning to prevent and address the potential knock-on effects of extreme climatic events. Their response takes account of the fact that such events could increase the number of adults that would be considered vulnerable, and therefore in need of assistance (for example, because they are no longer able to independently access shops or community health services), and also the potential increase in vulnerable adults who would require acute services (for example, because of falls caused by ice and snow, or heat-related conditions). In East Sussex and Camden, ASC teams had become involved in developing a community response to climate change as part of the LSP and Sustainable Community Strategy process.

3.2.2 Corporate sustainable development initiatives

The existence of a strong corporate sustainable development framework was a strong driver for local authorities that were taking a broader approach to the integration of sustainable development with the delivery of adult care services. For example, there is a strong corporate culture around sustainable development within Cornwall County Council, which manifests formally through a number of strategic documents, mechanisms and tools. A cross-authority sustainability board has been a forum to share ideas about progressing sustainability in the council as well as the focus for a number of sustainable development initiatives at corporate, operational and service level. As one member of the sustainability team said:

'Sustainability manifests itself in different ways in different council services, but what makes the difference is getting the culture right. To really be successful

at this you have to win hearts and minds. The way we did this was to set up a corporate, cross-departmental steering group where we explained what sustainability was all about, why business as usual was no longer an option but, also, why sustainability should be considered an opportunity. We then agreed a simple definition of sustainability and some overall objectives. From there we worked with all the services to help embed the principles. We backed this up with film showings, enclosed home energy checks in all staff payslips, and took the Steering Group to visit a local printing business well known for its sustainable practices, etc. We then set up the staff Enrep network so we had both a top-down and bottom-up approach. Once staff see that their managers are genuinely committed, they start to open up with ideas and suggestions and the whole thing starts to build like a wave and take on a life of its own. In reality, many staff won't be conscious of seemingly nerdy policies that may have kicked things off but they'll still want to ride the wave.'

The council's sustainable development plan requires that sustainable activities are embedded into service planning. This is supported by an integration tool, to ensure that a common set of sustainability outcomes forms the framework for service planning and decision making across all service areas. The sustainable development plan is given explicit mention in the adult care services' most recent service plan (2008/09), and a senior member of the adult care services management team felt that the requirement to test all service plans against this framework, and their membership of the sustainability board were important factors in raising the profile of sustainable development in their directorate.

In Bristol City Council, too, the corporate sustainable city team has been a key strategic driver for integrating sustainable development across all areas of service delivery.

'Part of the role for our team is to hold the overarching framework so that people don't get overwhelmed by all the different initiatives. We can show people that all the different initiatives are reinforcing each other and how they relate to the bigger picture, and help people to see that it is all about people's day jobs in the end.'

Sustainability Team Manager, Sustainable City Group, Bristol City Council

3.2.3 Business effectiveness

Even before the current fiscal crisis and cuts to public sector spending, a drive for savings through greater efficiency was a key motivator for the initiatives highlighted in all of our case studies, with environmental sustainability often a positive secondary consequence. The Time Together Gorseinon project, for example, is being driven by a number of factors, including concerns over the sustainability of existing professionally led models of social care. These concerns have emerged in the context of a growing deficit of social care and support due to climate change, the fiscal crisis and an ageing population. This led to the conclusion that services can only be sustainable if they are modelled to include a large element of co-production through local communities, supported by professionals in statutory and third sector agencies. By incorporating

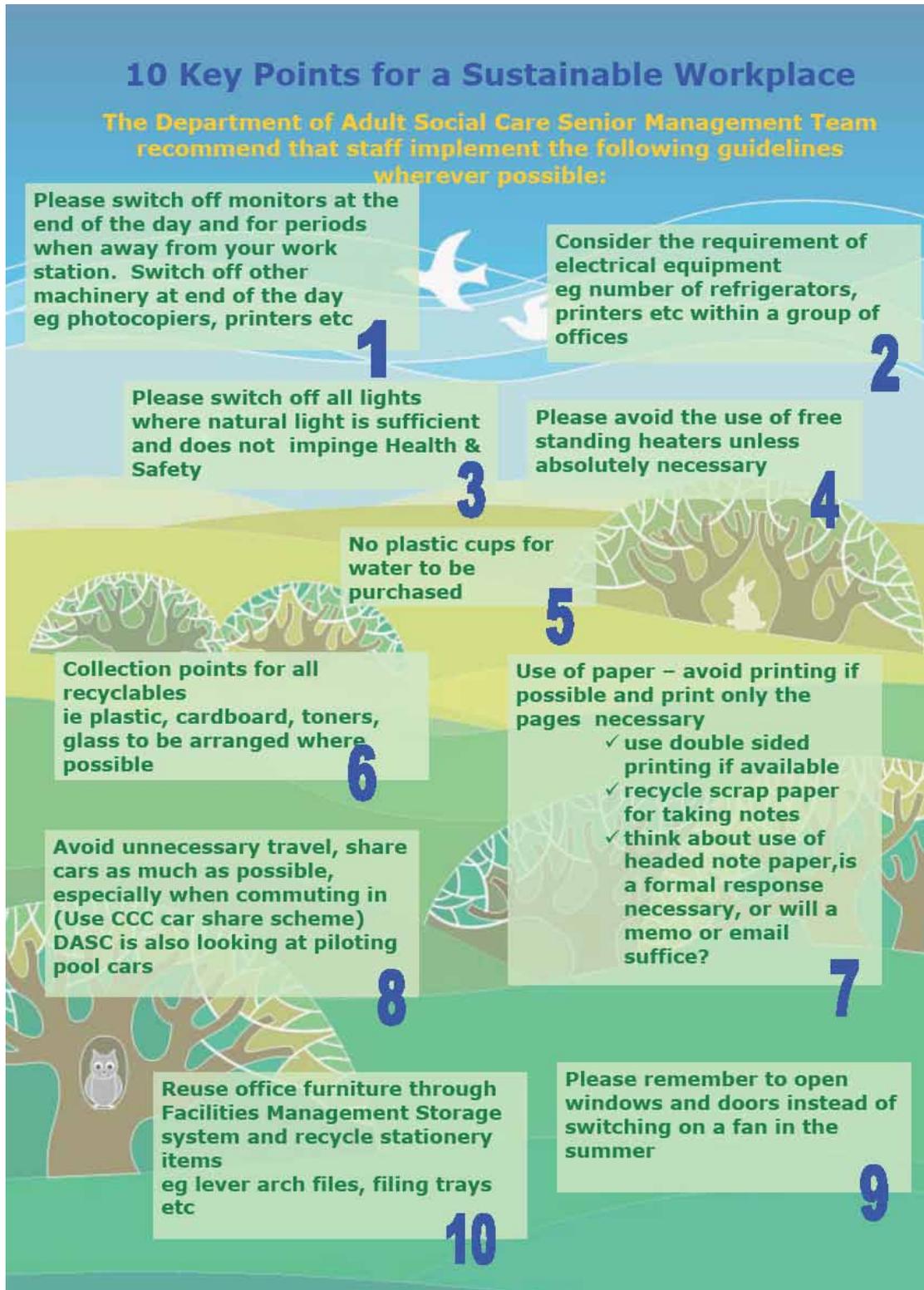
the principles of co-production and timebanking this model recognises the value of community-based skills and experiences. It also has the potential to reduce the financial costs associated with providing care and support. This project sits within the wider context of One Wales One Planet,²¹ the Welsh Assembly's vision of a sustainable Wales and the priority attached to sustainable development, in response to the economic and environmental challenges. This includes an aim to develop a resilient and sustainable economy for Wales that is able to develop while stabilising, then reducing, its use of natural resources and reducing its contribution to climate change. The desire on the part of managers to provide the best possible service for customers and to make lean budgets go further is a clear driver for initiatives (such as those to reduce 'care miles' or reuse and recycle equipment) that have also delivered a range of positive social and environmental sustainability outcomes in Cornwall.

Telecare is another model of service delivery that is often motivated by a desire to reduce the cost of services but which also has the potential to improve environmental sustainability. Any devices that promote independent living can help prevent or delay the need for someone to receive more intensive levels of care. These more intensive levels of care are inevitably more expensive and they can lead to reduced social interaction. For example, being admitted to hospital or moving into a care home can disconnect people from existing social networks. At the same time, telecare solutions such as alarms and medication reminders can provide reassurance to carers that their relative is not at risk. By reducing carer burden and carer breakdown, this can contribute towards social sustainability. Telecare may also have the potential to contribute to environmental sustainability, largely through reducing the number of 'care miles' required to deliver some elements of social care.

3.2.4 Individual champions

Finally our case studies highlight the important role that motivated individuals can play in championing increasing awareness of sustainable development and driving the implementation process. In Cornwall County Council, for example, staff who wanted to raise the profile of sustainability in the workplace were given a platform through the creation of an EnReps system. Although originally a corporate initiative, the EnReps system is very much driven by the efforts of committed individuals from across all areas and at all levels of the council's workforce. One outcome of this initiative within Adult Care and Support was the development of a 10-point guide for staff on how to be more 'green' at work (see Figure 4). This was reinforced with posters that were placed in each of the department's buildings and a 'green noticeboard' to promote a range of different ideas and opportunities to support staff in being 'greener' inside and outside of work.

Figure 4: Adult Care and Support EnReps: 10 key points for a sustainable workplace poster



Perhaps part of the explanation for the success of the EnReps is that staff within Adult Care and Support are being encouraged to 'go green' by their immediate co-workers, rather than from corporate edicts or a more remote sustainability team. As one interviewee said:

'Having EnReps at a lower level probably helped to sow a friendly seed that helped to clear the pathway for initiatives coming from the corporate level.'

3.3 Enablers of sustainable systems of social care

Following on from the drivers that trigger an aim to incorporate sustainable development in social care, we now consider some of the enablers that can promote the implementation of this aim. Examples from the case studies are presented below within the following categories: political engagement and organisational leadership; practical tools and mechanisms; resources and building capacity; cultures and methods of working.

3.3.1 Political engagement and organisational leadership

The role of leaders and senior managers is clearly a key factor in creating the right conditions for sustainability initiatives to succeed. It was a key enabler in all our case studies to one degree or another, but is illustrated below in relation to Time Together Gorseinon and East Sussex County Council.

In the Time Together Gorseinon project, a new model of community-based care and support is being piloted through collaboration between statutory agencies, the third sector and local citizens. This innovative and bold scheme is still at an early stage of development but it is already clear that commitment and engagement on the part of the local council is crucial to its success. The pilot has strong support from the Head of ASC, which means that managers are able to devote the necessary resources to experimenting with a new approach and to take a flexible attitude to how services are commissioned and delivered. For this model of providing care and support to become viable it requires the involvement of a wide range of statutory agencies as well as third sector organisations. The fact that one statutory service has demonstrated clear commitment and leadership makes it more likely that other services will also sign up to the pilot. At a political level is also crucial that the initiative fits within Swansea's broad aim to achieve a citizen-directed approach to personalisation through changing the operating model of ASC, changing services and increasing support networks using a community development approach.

Leadership is also important in East Sussex, where senior staff are committed to the council's climate change board and to partnership working. The appointment of business continuity managers in each department also demonstrates the importance given to this agenda. This leadership can be set within the context of national drivers such as the Comprehensive Area Assessment National Indicators relating to climate change, and legislation to reduce carbon emissions.

A further example of the importance of individuals to drive sustainability comes from Bristol City Council, where a key mechanism for embedding the EMAS has

been the appointment of environmental advisers who are located both within the corporate sustainability team and in each directorate. In health and social care, the environment adviser is a former member of the directorate's resource support team, who was funded by the directorate to retrain as an IEMA lead auditor. The adviser reports directly to the head of service and to the directorate leadership team. The environment adviser has been working across four main areas to reduce the directorate's environmental impact: energy use in buildings, business travel, waste management, and biodiversity. The adviser also has a role in assessing the environmental impact assessment (EIA) of any new building and the refurbishment of existing buildings.

3.3.2 Practical tools and mechanisms

Our case studies also demonstrate the importance of having a range of practical tools and mechanisms that build the capacity to implement sustainable development initiatives. A good example of this comes from Camden, where the Sustainable Outcomes Commissioning Model and associated tools and software allow the sustainability team to monitor and evaluate contracts in terms of environmental standards and sustainable procurement. These tools and mechanisms also help the council to work with local organisations on raising awareness of the climate change agenda and show how to reduce their carbon footprint. The aim is to encourage organisations working for/with Camden, including SMEs and voluntary, community and social enterprise sector organisations, to at least have an environmental policy.

Bristol's EMAS is a crucial mechanism for monitoring environmental performance across services. More than 4,100 organisations across the European Union (EU) now use this tool and report on their environmental performance through the publication of an independently verified environmental statement. In addition, the Sustainable City Group offers a range of practical resources and guidance to help services integrate sustainable development criteria into existing systems.

3.3.3 Resources and building capacity – investing to save

Many of the case study initiatives required the support of a progressive financial and resourcing model. There were particular benefits to approaches that took account of costs and savings over the short, medium and long term, and which recognised social and environmental costs and benefits as well as economic ones. For example, the development of the Sustainable Outcomes Commissioning Model in Camden meant devoting both time and money to working with the nef. The longer-term savings are difficult to quantify but are likely to be realised in terms of environmental, social and economic benefits. An attempt is being made to develop a system for taking these benefits into account so that they can be included in the financial aspect of commissioning decisions.

Another good example of the need for resources to support sustainable services comes from assistive technology. Figures from our Bristol case study show that the use of telecare devices led to an average saving per installation of £600 per month, largely through reduced spending on other services. This figure takes into account the cost of purchasing, installing and maintaining the equipment. Human resources

are often just as important an investment as financial ones. The development and setting up of the Time Together Gorseinon project in Swansea required the 'donation' of a large amount of time from not-for-profit organisations that were working in the local community. Another resource that is crucial to this case study is the Canolfan Gorseinon Centre.²² This newly opened community hub is the result of close collaboration between Gorseinon Town Council, Gorseinon Development Trust, the City and County of Swansea and the European Regional Development Fund. It provides a range of services and facilities that provide a solid local basis from which to build a new model of care and support. These include a healthy living cafe, a day nursery, a cinema, meeting facilities, office space and an arts training facility.

3.3.4 Cultures and methods of working

Finally, the development of supportive working cultures and methods of working was also crucial to the success of the case studies that we reviewed. This also demonstrates the importance of being sensitive about the way that changes are introduced and adequately supporting them. In Bristol, for example, ACS staff were encouraged to think through the potential impact of climate change from first principles, emphasising the relevance of sustainable development to service objectives. In addition, practical support and incentives were provided to facilitate the introduction of new working practices, such as encouraging working patterns that minimise the need to travel. Partnership working is also a key driver in the development of sustainable services. A joined-up local authority and PCT approach to sustainable commissioning makes this more likely, particularly by addressing climate change in JSNAs.

The efforts of individual staff in overcoming professional barriers and creating good working relationships between procurement, sustainability and ASC teams are also demonstrated in the Cornwall case study. A corporate approach to procurement and the development of an approved provider service were initially a challenge to the established practices in Cornwall where commissioners within ASC would have handled all aspects of procurement. Once the potential effectiveness of allowing a procurement professional to assist with procurement processes was demonstrated, particularly in relation to the cost savings that were realised, this paved the way for an effective working relationship across the two teams. It did, however, require effort from both sides in the early stages of this process to overcome professional barriers.

3.4 Barriers to sustainable systems of social care

While the focus of our case study work was on factors and conditions that support the integration of sustainable development in ASC, several barriers to its integration also emerged. These will need to be addressed if the sustainability agenda is to move forward. The principal barriers identified were as follows:

- *Limited leadership or ownership at senior levels.* This can inhibit the implementation of appropriate changes. For example, responding to environmental concerns might be seen as something that sustainability officers deal with rather than as an overarching issue to be embedded within all organisational activities.

- *Resistance to change among frontline staff.* Many social care staff feel overworked and often operate reactively to deal with crisis situations. This makes it particularly challenging to introduce new ways of working and to implement new priorities such as reducing carbon emissions.
- *Inappropriate resource models.* For example, some approaches to the management of financial resources may not take account of the fact that some sustainability measures may require an initial upfront investment, but will save resources further down the line – retro-fitting buildings so that they are more energy efficient is a good example of this.
- *Lack of 'follow through'.* This occurs, for example, where a commitment to sustainable development in strategic policies of a local authority is not reflected at a service delivery level. This is often reflected by a lack of effective roles with responsibility for sustainability initiatives.

4 Conclusions and recommendations

4.1 Introduction

This chapter describes the main conclusions from the research. It also makes recommendations about how ASC can make a more effective contribution to sustainable development and how the necessary system change might be encouraged.

4.2 Conclusions from the research

4.2.1 Adult social care can be sustainable

The first conclusion from this research is that much can be done to make ASC sustainable. Within the lifetime of this project this agenda has become more high profile and, as our case studies demonstrate, there are an increasing number of examples of ASC making a contribution to sustainable development. It is also clear that sustainability initiatives are often associated with financial savings. For example, a recent report suggests that reducing water use, rubbish, road travel and energy just within Whitehall has led to savings of up to £70 million a year.²³ In our case studies, business efficiency was often the main driver for initiatives that led to reduced environmental impact as a secondary benefit. In some cases increased social interaction can be added as a third desirable outcome.

The case studies suggest that there are two broad ways in which ASC can contribute to sustainability:

- 1 Through the operational procedures of ASC departments, for example by reducing energy use in buildings, making service-related travel more sustainable and reducing waste. It is also important to develop local authority planning for adapting services to the impact of climate change. The LGIU has published a useful guide for achieving this²⁴
- 2 By adopting sustainable commissioning processes as routine practice. This could include adopting sustainable procurement practices, focusing on preventative approaches and using sustainable development as a framework for addressing health issues among vulnerable groups.

4.2.2 The economic and political climate supports the development of sustainable services

A range of factors make this the right time to develop sustainable ASC systems. The combination of an ageing population, climate change, the fiscal crisis and a need to increase social engagement for increasing numbers of older people provides an imperative to remodel services in ways that address all these issues. This can be achieved by developing systems of social care that are environmentally, socially and economically sustainable. There is a need for innovative and new ways of thinking about care and support for older people, based on the meaningful inclusion of local communities and incorporating approaches such as prevention, co-production, localism and self-managed care.

The new coalition government's Big Society agenda provides an opportunity to implement public service models based on co-production and localism that promote economic, social and environmental sustainability. For example, there is a proposal to encourage 'the creation and expansion of mutuals, co-operatives, charities and social enterprises, and support these groups to have much greater involvement in the running of public services'.²⁵ However, it is important to recognise that such approaches require adequate expertise, resources and support, particularly during the set-up stages.

4.2.3 Sustainable adult social care requires a broad and inclusive approach

This research concludes that sustainable ASC should be treated as an expansive agenda with multi-faceted opportunities. Analysis of the case studies suggests that an overarching, holistic approach to the development of sustainable systems of social care is effective. Promoting sustainability across a whole organisation offers considerable benefits in terms of increasing awareness of the sustainability agenda and supporting multiple sustainable enterprises in the workplace and beyond. It is difficult to envisage how 'stand-alone' initiatives driven by individual sustainability champions could have a significant impact in social care organisations without top-down support.

A broad approach is also required in terms of the types of initiatives that can contribute towards sustainability and the potential benefits. The Cornwall case study clearly shows that environmental sustainability is as much about tackling waste and resource use as it is about directly reducing carbon emissions. It also demonstrates that taking a sustainable approach to services is not just about environmental issues; much of the good practice in relation to environmental sustainability highlighted in our case studies has also led to improved opportunities for people, job creation and benefits for the local economy.

It can be argued that the current focus on climate change presents both an opportunity and a threat to the development of a system of ASC that explores and embraces the multi-faceted potential of sustainable development. On the one hand, climate change, and particularly the focus on planning to adapt to the impacts of climate change, has clearly helped senior ASC managers to make the connection between environmental sustainability and meeting the care needs of vulnerable adults. On the other hand, it is vital that efforts to integrate sustainable development into ASC do not stop there. To this end, it is encouraging to see that in some cases planning to adapt to climate change has been the catalyst for further engagement between ASC and sustainability teams around broader corporate sustainability goals, encompassing environmental, social and economic aspects of the sustainability agenda.

4.2.4 Imaginative interpretations of personalisation are crucial

The coalition government has indicated its commitment to personalisation as a way of extending choice and control for people who use social care services. How commissioners interpret and implement this agenda will have a crucial impact on the extent to which systems of social care are sustainable. If the focus is predominantly

on supporting the choices of individuals through individual budgets and direct payments, personalisation could potentially increase the amount of carbon emitted through service delivery. For example, if several people receiving community meals in the same street choose different providers this could lead to increased environmental impact and transport costs.

However, community-based models of personalisation, such as those that adopt the principles of co-production, localism and timebanking, have great potential to facilitate the development of care and support that is environmentally, economically and socially sustainable. The latest guidance on implementing the *Putting People First* (HM Government, 2007) agenda acknowledges the potential benefits of innovative approaches and supports their implementation (*Shaping Our Future*, DEFRA, 2010).

4.2.5 Existing public sector policy and practice in support of sustainability can usefully be applied to adult social care

Since the publication of the UK strategy for sustainable development (*Securing the Future*, HM Government, 2005) many frameworks, approaches, tools and guidance and recommendations have been developed to help progress the integration of sustainable development into public sector policy and service delivery. Many of these resources could readily be applied to ASC, or could be adapted for that purpose. Some of these were highlighted in Section 1.4 of this report, including:

- the Good Corporate Citizenship Assessment Model
- *Saving Carbon, Improving Health: A Carbon Reduction Strategy for England* (NHS SDU, 2009, updated in 2010), and associated tools and guidance²⁶
- the Mayor of London's Green Procurement Code²⁷
- Procuring for Carbon Reduction Toolkit (2010)²⁸
- Commissioning for Sustainable Development – How to guide (2010)²⁹
- Healthy Futures (2010).

In addition, a range of mechanisms and systems have been used to support a sustainable approach to ASC on a whole area basis. For example, LAAs, JSNAs and Sustainable Community Strategies have all addressed the sustainability of public services at some level. It is crucial that similar opportunities for keeping sustainability on the public agenda continue to exist.

Existing innovative models of delivering care and support can also promote sustainable development. Examples from our case studies include adopting the principles of co-production in service delivery and implementing care solutions based on assistive technology. Similarly the broad recommendations of previous studies looking at how to better integrate sustainable development into public policy (see, for example, *Capability for Local Sustainability* by the Sustainable Development Commission (SDC) (2008) are highly relevant to adult social care. Issues highlighted include the need for central government to provide clear and consistent frameworks, minimum standards and incentives relating to sustainable development, the need for local authorities to show leadership and ambition and building the capacity

of everyone in the service systems from senior managers to frontline staff to communities.

In many areas the findings of this research complement the work of the LGiU Sustainable Social Care Learning Network. This includes the need for social care to be an environmental leader, the focus on achieving a balanced consideration of social, environmental and economic outcomes in commissioning ASC, and the importance of sustainable procurement.

4.3 Recommendations

The primary aim of this research has been to help identify some of the critical factors in translating the framework of sustainable development to ASC, particularly from a commissioning perspective. From our policy mapping and case study work we propose the following nine features as pre-conditions for a sustainable system of social care:

- 1 A robust framework for commissioning social care that reflects the principles of sustainable development, along with mechanisms and tools to support the development and monitoring of services within such a framework.
- 2 Overarching national policy and strategy initiatives for sustainable development that are relevant to and targeted at ASC.
- 3 Strategic leadership of the sustainable development agenda at a corporate level and by senior corporate procurement and ASC managers.
- 4 A combination of top-down and bottom-up approaches to embedding sustainability within organisations.
- 5 An appropriate resourcing model that enables capacity building to promote and embed sustainable development at all levels, for example, sustainability training for commissioners, support for prevention and early intervention initiatives.
- 6 Sustainable development champions who are motivated to drive sustainable development in key positions within services.
- 7 Clear strategies to build the capacity of commissioners, providers and users of ASC in relation to sustainable development.
- 8 Innovative approaches to developing service models and to how those models are resourced, for example, co-production, localism and mutualism.
- 9 Working practices and cultures that support sustainable service delivery, for example, partnership working between local authorities and the NHS, and cross-departmental working between social care, procurement and sustainability teams within local authorities.

We make the following recommendations for supporting the creation of these necessary conditions for sustainable systems of social care.

4.3.1 The government should develop a clear strategy and action plan for embedding sustainable development in the framing and delivery of adult social care

The government has committed to mainstreaming sustainable development across all departments. For the Department of Health, this should include an effective

system of support, incentives and regulation to help commissioners ensure that the commissioning process delivers a range of sustainability outcomes, both for direct beneficiaries of services and for the wider community.

4.3.2 There is an urgent need for a central resource of guidance and tools to support sustainable commissioning practices in public services

Many of the existing national public sector sustainable development policies and resources could easily be adopted or adapted for use in ASC. Hosts for such resources might include SCIE and the NHS SDU.

4.3.3 Local authorities, the NHS and other key stakeholders should assess and act on opportunities for ensuring that all key players are engaged with this agenda

Sustainable development needs to be reflected in strategic priorities, supported by the provision of appropriate mechanisms and tools (see the case studies for examples) to support and embed sustainable development across the local social care system. Ensuring that sustainability, procurement and ASC teams work together on this agenda is critical. It is also vital that senior managers within ASC are given responsibility for integrating sustainable development into commissioning and service delivery, and that this is appropriately supported and resourced at officer level.

4.3.4 Personalisation needs to be implemented carefully and imaginatively if it is to support systems of adult social care that are sustainable

One of the clear conclusions from this study is that implementation of the personalisation agenda could impact both positively and negatively on sustainability. For example, greater choice for people who use services could mean increased provider travel, but it could also lead to more localisation if people choose to purchase care from friends and neighbours. It is important to explore how more innovative approaches such as co-production and timebanking can be integrated more systematically into the way that personalisation is implemented.

4.3.5 There needs to be greater awareness of the desirability and possibility of sustainable systems of social care

Our case studies have identified various examples of good practice and the importance of having champions for sustainability in key roles. However, awareness is relatively low in other areas and there is an urgent need to make sustainability as commonplace as equal opportunities. This means engaging with commissioners, professionals and people who use services on sustainability issues through a range of media and in imaginative ways.

4.3.6 The principles of sustainable development should be at the forefront of all policy-making decisions

At a time of major and rapid change in public services it is important that sustainability remains at the top of the agenda, allowing the principles of sustainable

development to be acknowledged and followed through. Current 'Big Society' approaches that support increased localism, greater public involvement and strengthened local government provide considerable opportunities for sustainability to be a key driver in the commissioning and delivery of care and support.

4.4 Final thoughts

This project has highlighted a range of sustainable development good practice in ASC, from the community-centred approach of Time Together Gorseinon to the local authority-led initiatives in Bristol, Camden and Cornwall. This research has been carried out against a backdrop of considerable political change and newly emerging priorities for public services. In the current economic climate and facing the reality of substantial cuts across the public sector, ASC commissioners, and indeed national policy makers, could easily be resigned to business as usual, for only with fewer resources. However, as the Stern report (2008)³¹ demonstrated so authoritatively in relation to climate change, the resource required to take strong and decisive action now is minimal compared to the enormous cost in both financial and human terms of carrying on with existing practices. Our research has demonstrated that the best way to respond to the current challenges is to take an approach to ASC that embraces and encourages sustainability. This means adopting an holistic approach to commissioning services that takes into account environmental, social and economic outcomes.

In this report we have highlighted the importance of implementing the personalisation agenda in imaginative and innovative ways. There is also a need to engage with people who use services about how the purchasing decisions they make can impact on the sustainability of the services they use. We suggest that this is an area where more research is urgently required.

Appendix One: Mapping policy and strategy

The first strand of the project was a scoping and mapping exercise focusing on key strategies, policies, frameworks and initiatives that relate to the sustainability agenda. This research spanned a change in government during 2010, and much of this policy therefore dates from the previous, Labour, administration. However, certain key elements of the overall policy approach to sustainability remain or have new expression. For example, the new coalition is committed to being the 'greenest government ever',³⁰ to mainstreaming sustainable development and to a strengthened role for local government. In addition, many sources of good practice guidance which support the principles of sustainable development remain relevant. These include publications from IdeA and the Local Government Association.

Overview

In this section we discuss some of the key policy documents within four themes: overarching strategies; sustainability and procurement; sustainable communities; and sustainability and adult social care. We also consider current arrangements for monitoring the development of sustainability of public services. In the final part of this section we provide a description of the national policies, strategies and other key documents.

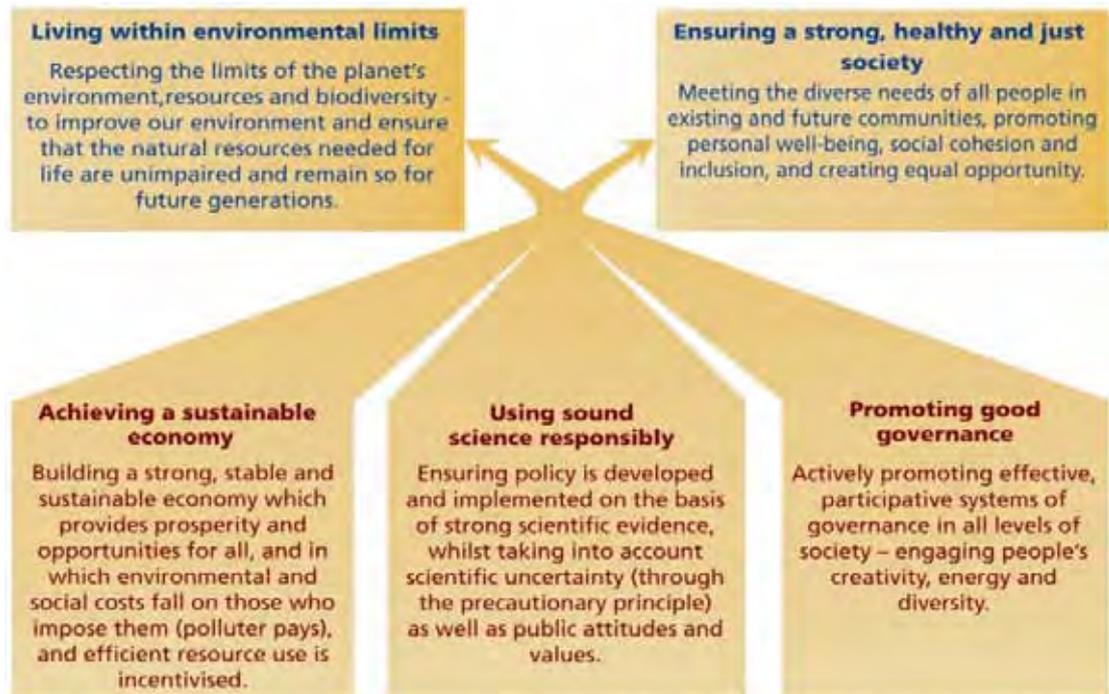
Overarching strategies

Securing the Future, published by the government in 2005, is a key document that outlines the UK's strategy for delivering the sustainable development agenda. It sets out the principles that will be used to achieve sustainable development as agreed by the UK Government, Scottish Executive, Welsh Assembly Government and the Northern Ireland Administration. As shown in Figure 5, these principles state that the goal of sustainable development is to achieve a strong, healthy and just society within environmental limits. The means to achieving these ends are specified as a strong economy, using sound science responsibly and promoting good governance.

The strategy acknowledges that climate change is the greatest threat to sustainability and introduces a range of measures aimed at protecting our natural resources and enhancing the environment. These include making climate change a government priority, launching the climate change communications initiative in order to tackle public attitudes to and understanding of the issue, developing a code for sustainable buildings and introducing the pilot carbon offsetting scheme for air travel.

A range of actions were proposed at local, regional, national and global levels in order to make sure the strategy is effective. These included strengthening the role of the SDC so that it can report on government progress, establishing an Academy for Sustainable Communities and working with the Audit Commission to strengthen the comprehensive performance assessment of local authorities to take more account of sustainable development and the local environment. However, it should be noted that the coalition government that took over in 2010 discontinued its funding for the SDC as part of an aim to mainstream sustainable development across all government departments.

Figure 5: The principles of sustainable development: Securing the Future, 2005



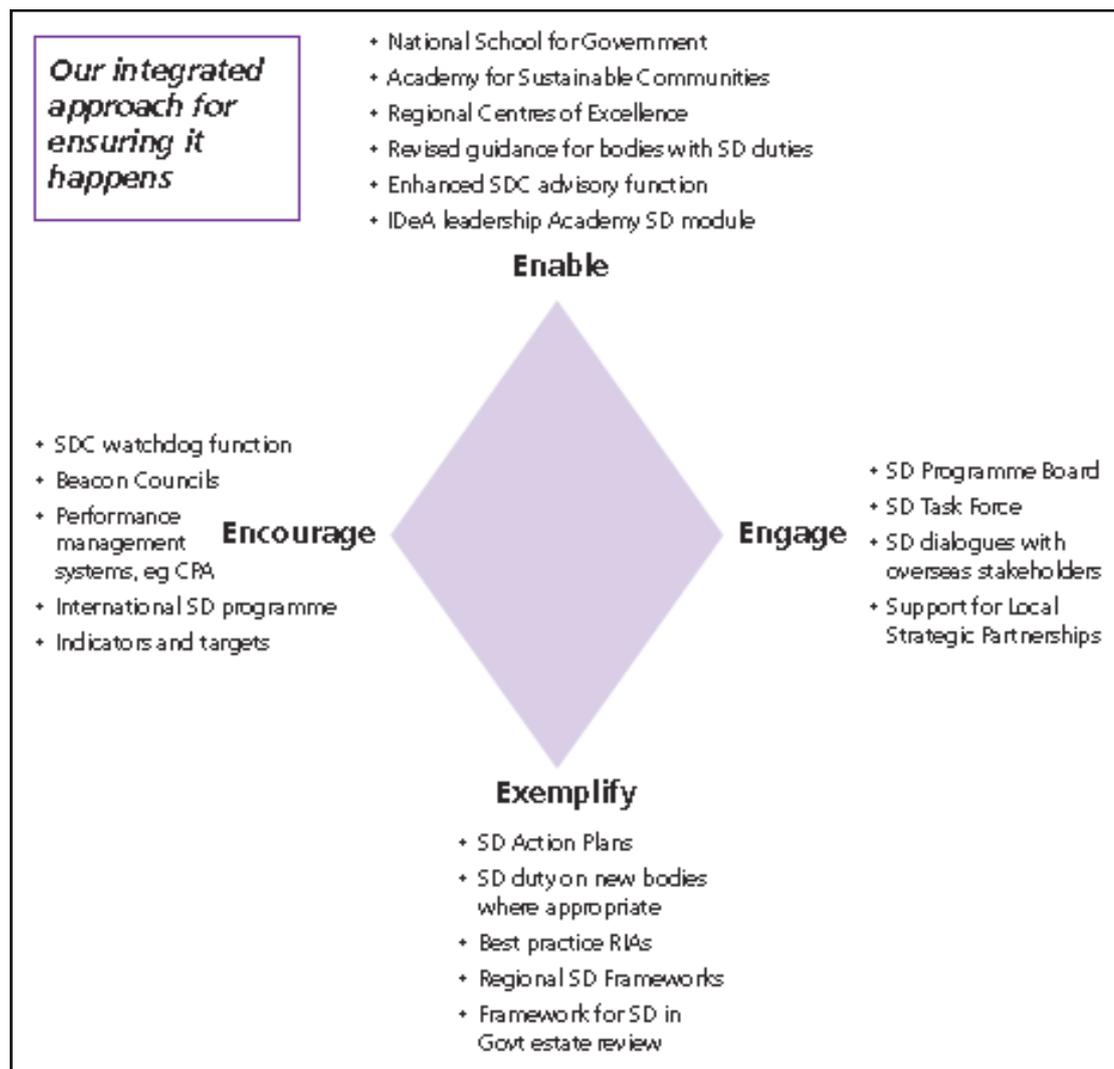
Source: *Securing the future* (HM Government, 2005)

Although the strategy makes no specific mention of social care, it does require all government departments to produce sustainable development action plans setting out how they intend to implement the commitments in the strategy and to issue regular progress reports.

Figure 6 provides a useful overview of the government's overall approach to ensuring that the strategy is implemented. The strategy also established a set of 68 sustainable development indicators to be used as key measures of impacts or drivers for priorities within the strategy. There are too many to list here, but they are wide ranging and include several that are of particular relevance to the current project:

- CO₂ emissions in the public sector
- flood management
- community participation through volunteering
- mobility
- access to services
- social justice
- environmental quality
- housing conditions and
- well-being (using measures to be developed).

Figure 6: Government plans for monitoring implementation



Source: *Securing the future* (HM Government, 2005)

A key initiative arising from *Securing the Future* is the **Good Corporate Citizenship Assessment Model**, based on the five principles of the UK Sustainable Development Strategy. This model was developed by the SDC to help NHS organisations contribute to sustainable development. Its implementation focuses on a web-based tool, spanning six key areas of sustainability: travel, procurement, facilities management, community engagement, workforce and buildings.

A second cross-government strategy that provides crucial context to the sustainable development agenda is the **Climate Change Act 2008**. This legislation provides a legally binding and long-term framework for cutting carbon emissions and for developing the UK's ability to adapt to climate change across the public sector. Of particular interest to the current work is the statutory responsibility that the Act places on local authorities to develop a strategy which reports on the current and future predicted impacts of climate change on ASC and proposals for adapting to climate change. The Act also created the Committee on Climate Change, an expert,

independent, statutory public body, created to assess how the UK can best achieve its emissions reduction goals for 2020 and 2050.

The potential for the NHS to contribute towards government targets for carbon reduction is recognised in *Saving Carbon, Improving Health: A Carbon Reduction Strategy for England*, published by the NHS SDU in 2009. It identifies key areas of service delivery where reductions can be made, including procurement and food, building design and management, partnership working, promoting care closer to home, assistive technology, low-carbon transport, home working opportunities and staff development. The framework provided by this strategy therefore offers some key pointers to potential areas for sustainable development in ASC.

Heatwave, a publication by the Department of Health in 2009, highlights the need for the development of sustainable ASC systems which are able to adapt to climate change as well as putting measures in place to mitigate its effects. *Heatwave* offers advice to health and social care professionals on supporting vulnerable people before and after a heatwave.

Sustainability and procurement

Procurement has emerged as a strong theme within sustainable development initiatives. In 2005, the National Institute for Clinical Excellence published *Making the Case for Sustainable Procurement*. This encouraged NHS staff, local authorities and policy makers responsible for procurement to follow the principles of environmental, social and economic sustainability in relation to procurement, as well as offering some examples of good practice and signposting sources of support. This was followed in 2006 by *Procuring the Future*, a sustainable procurement action plan by the Department for Environment, Food and Rural Affairs (DEFRA). This document aims to embed sustainable development practice (social, economic and environmental) in procurement and investment decisions across the UK public sector. It proposed five stages for achieving this (people; policy, strategy and communication; procurement process; engaging suppliers; measurement and results) and offered a useful definition of sustainable procurement: 'a process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and the economy, whilst minimising damage to the environment'. *Transforming Government Procurement* (HM Treasury, 2007) unveils a range of public procurement reforms in the face of growing challenges of global competition, changing demographics and increasing pressures on natural resources. It was based on an aim to make the government estate carbon-neutral by 2012, working through the Office of Government Commerce as a one-stop shop for central government procurement. In the Department of Health's *Sustainable Procurement Action Plan* (2007), a five-year strategy is set out for sustainable procurement in the health sector to achieve improved health and well-being for the people, the environment and the economy. A crucial feature of this document is how it links the state of the environment, society, economy and governance issues directly with health and argues that to act sustainably is integral to providing effective health and social care service to society. It also identifies opportunities for the NHS to procure, commission, plan and work jointly with local authorities and other organisations

through LSPs, LAAs, the JSNA and the Commissioning Framework for Health and Well-being. The plan contains a section on 'Climate change and innovation', which clearly emphasises the importance of environmental issues and carbon reduction alongside the social and economic aspects of sustainable development.

A number of key actions are proposed, including the development of a best practice procurement framework that places sustainability and innovation at the core of decision-making processes and is available for use across the health and social care sector, and adopting the British Research Establishment Environmental Assessment Method (BREEAM) for Healthcare as the accredited system of choice to promote excellence in sustainable construction in the NHS.

Sustainable communities

The development of sustainable communities is another broad theme within the overall policy context. *Strong and Prosperous Communities* (LG, 2006) includes a section on climate change, acknowledging the challenge it presents for local services. It discusses the role of local government in achieving sustainable development by mitigating and adapting to climate change, particularly by taking a leadership role in reducing carbon emissions. Areas suggested for tackling this issue included waste management, local transport, housing, fuel poverty and enforcement of building regulations, and by engaging and mobilising business, industry, communities and individuals to address the issue in the workplace and at home. Subsequently the **Sustainable Communities Act 2007** introduced Sustainable Community Strategies, with the aim of promoting and improving the economic, social or environmental well-being of local authority areas and contribute to sustainable development in the UK. The relevance of this legislation to the current work is largely due to the way it links sustainable development to an agenda for increased community engagement and the localisation of service provision. This has great potential impact on the role of local authorities as 'enablers' and commissioners of sustainable local services, including ASC. This theme is taken further by the **Local Government and Public Involvement in Health Act 2007**, which introduced two new duties: a duty on local authorities to cooperate with 'partner authorities' in the development and agreement of LAAs and JSNAs, and a duty to involve the public in the planning and development of services. Taken together these duties can act as key drivers for the development of sustainable services.

Sustainability and adult social care

Although some of the documents are applicable to a range of public services, compared with the NHS there has been little policy emphasis on sustainable development that is specific to ASC. However, 2005 saw the publication by the Department of Health of a Green Paper entitled *Independence, Wellbeing and Choice*. This consultation paper was the first government document to specifically address the issue of sustainability in ASC, although it does so only in relation to promoting preventative services that reduce the demand for higher levels of support. In focusing on person-centred services it also paved the way for individual budgets and direct payments, as taken forward in *Putting People First* (HM Government, 2007), a cross-government White Paper outlining a shared vision for transforming

ASC. While there is no specific mention of sustainable development or carbon reduction in relation to service provision, this document is crucial to our project because it describes the service context within which sustainable systems of social care will have to be delivered, that is, a personalised care system; a commitment to independent living for adults; and a collaborative approach between local and central government, professional leadership, providers and regulators.

Monitoring the development of sustainable public services

In the context of the numerous policies, strategies and plans for sustainability described here, it is important to identify arrangements for monitoring progress in sustainable service delivery. The **Comprehensive Area Assessment Framework (2009)** describes a new, joined-up assessment framework for public services that requires authorities to provide clear and impartial information about how well they are being served by their local public services, how that compares with elsewhere, and what the prospects are for the improvement of quality of life in their area. The framework includes a set of national indicators to reflect priority outcomes delivered by councils alone or with partners, and acknowledges the link between climate change and quality of life and the need for partnership working to address these issues.

However, it is interesting to note the **Review of Public Service Regulators (2009)** carried out by the SDC. This review explores the role of several key public services and their approach to sustainability. It acknowledges the role of the Audit Commission, Ofsted, the Healthcare Commission and the Care Quality Commission in encouraging sustainability. However, the report on their progress presents a mixed picture of how regulators are embedding sustainable thinking into their work. The report finds that the Audit Commission has made strong progress, Ofsted has made good strides towards embedding sustainable development, but the Care Quality Commission does not currently accept that sustainable development falls within its remit.

Another important development is the **Carbon Reduction Scheme**, a UK-wide climate change and energy-saving scheme that was implemented in April 2010. The scheme applies to 20,000 large businesses and public sector organisations (including local authorities) and places a cap on the total allowances available. Participants are required to monitor and report energy consumption and purchase carbon allowances equal to their annual CO₂ emissions. Annual league tables will rank participants according to their performance, and penalties will be levied for non-compliance with the scheme.

Figure 7: Sustainable public services: a timeline of national policies, strategies and other key documents

2005	2006	2007	2008	2009	2009	2010
Securing the Future	Our Health, Our Care, Our Say	Sustainable Communities Act	Climate Change Act	Saving Carbon Improving Health	Review of public service regulators	Climate Change Plan
Independence, Well-being and Choice	Strong and Prosperous Communities	Local Govt. & Public Involvement Act	Lifetime Homes Lifetime Neighbourhoods	Shaping the Future of Care Together	Comprehensive Area Assessment Framework	Shaping Our Future
Making the case for sustainable procurement	Good Corporate Citizen Model	Procuring for Health and Sustainability	Taking the Long Term View	DH Sustainable Development Action Plan	Low Carbon Industrial Strategy	
	Procuring the Future	Transforming Government Procurement		Heatwave: Supporting vulnerable people	Building a Society for All Ages	
	DH Sustainable Development Action Plan	Putting People First			UK Low Carbon Transition Plan	

National policies, strategies and other key documents

Securing the Future (2005)

HM Government (2005) *Securing the Future*, London: The Stationery Office, www.defra.gov.uk/sustainable/government/publications/uk-strategy/

This is the UK's strategy for delivering the sustainable development agenda. It contains the principles, priorities and a new, more outcome-focused indicator set that provide the basis for sustainable development policy in the UK. The five principles that frame the strategy are:

- living within environmental limits
- ensuring a strong, healthy and just society
- achieving a sustainable economy
- using sound science responsibly
- promoting good governance.

The goal of sustainable development is to achieve a strong, healthy and just society within environmental limits. The means to achieving these ends are a strong economy, using sound science responsibly and promoting good governance.

The government has identified four priority areas for action: sustainable consumption and production; climate change and energy; natural resource protection and environmental enhancement; and sustainable communities. The government also

recognises that changing behaviours is essential and this is a cross-cutting theme in the strategy. Well-being is also highlighted as central to sustainable development.

Independence, Well-being and Choice (2005)

Department of Health (2005) *Independence, Well-being and Choice: Our Vision for the Future of Social Care for Adults in England*, Cm 6499, London: Department of Health, www.dh.gov.uk/en/publicationsandstatistics/publications/publicationspolicyandguidance/dh_4106477

This Social Care Green Paper focuses on five key themes:

- enabling people to take better control of their lives through better information
- new models of service, extending direct payments and creating individual budgets
- creating the right environment for change through strategic leadership
- the role of local government and of the director of ASC
- strategic partnerships and strategic commissioning.

It sets out seven outcomes for social care: improved health; improved quality of life; making a positive contribution; economic well-being; personal dignity; exercise of choice and control; and freedom from discrimination and harassment. Sustainability is addressed largely in terms of providing preventative services.

Making the Case for Sustainable Procurement (2005)

NICE (National Institute for Health and Clinical Excellence) (2005) *Making the Case for Sustainable Procurement: The NHS as a Good Corporate Citizen*, London: NICE, www.nice.org.uk/aboutnice/whoweare/aboutthehda/hdapublications/making_the_case_for_sustainable_procurement_the_nhs_as_a_good_corporate_citizen.jsp

This report is aimed at NHS staff, local authorities and policy makers who are responsible for procurement, focusing on the principles of best procurement as outlined in the NHS Good Corporate Citizenship Model. It describes the principles of environmental, social and economic sustainability in relation to procurement, as well as offering some examples of good practice and signposting sources of support.

Our Health, Our Care, Our Say

Department of Health (2006) *Our Health, Our Care, Our Say: A New Direction for Community Services*, Cm 6737, London: The Stationery Office, www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_4127602

This health White Paper sets out a 'new direction for community services' and has four goals:

- better preventative services with earlier intervention
- giving people more choice and a louder voice
- tackling inequalities and improving access to community services
- more support for people with long-term conditions.

It seeks to achieve seven outcomes: improved health; improved quality of life; making a positive contribution; exercise of choice and control; freedom from discrimination or harassment; economic well-being; and personal dignity and respect.

Within this policy there is an increasing recognition that issues influencing the quality of life of older people are not solely the concern of health and social care but require joint working across a range of services including transport, leisure, environment, education and housing. There is a growing commitment to include older citizens in the planning and delivery of services and enabling them to make informed choices and decisions about factors which determine their well-being. There is also an acknowledgement that the needs and aspirations of the increasing number of older people in relation to their quality of life are changing. They have higher expectations about their lives and the services they access. They have strong views about what influences their well-being and keeps them independent and want to have more choice and control over these issues. The role of sustainable communities in preventing ill health and supporting independence is recognised.

Strong and Prosperous Communities (2006)

CLG (Department for Communities and Local Government) (2006) *Strong and Prosperous Communities: The Local Government White Paper*, Cm 6939, London: CLG, www.communities.gov.uk/publications/localgovernment/strongprosperous

This local government White Paper introduced a new performance framework which cut the number of national performance indicators to 2,000; it established an enhanced role for councils as strategic leaders and place-shapers through stronger LSPs and LAAs and a duty to cooperate between councils and local partners; it promoted stronger cities and strategic regions, stronger political leadership and a stronger role for frontline councillors and a wider and stronger role for scrutiny; devolution of some powers and councils were also encouraged to put integration and community cohesion at the heart of community strategies and LAAs.

Councils were encouraged to take on a stronger leadership role in localities working in partnership to create and deliver local community strategies and LAA targets. Volume Two of this publication includes a section on climate change, acknowledging the challenge it presents for local services. It discusses the role of local government in achieving sustainable development by mitigating and adapting to climate change through:

- strong and visible leadership
- leading by example through its own practices and the services it delivers
- responding to calls for action and the priority local people place on tackling these issues
- coordinating innovative partnerships which can deliver real changes.

The focus here is on carbon reduction by local authorities via their responsibilities for managing waste, local transport, housing, fuel poverty and enforcement of building regulations, and by engaging and mobilising business, industry, communities and individuals to address the issue in the workplace and at home.

Good Corporate Citizenship Model (2006)

NHS/SDC (Sustainable Development Commission) (2006) www.corporatecitizen.nhs.uk/

The Good Corporate Citizenship Assessment Model is a web-based tool to help NHS organisations contribute to sustainable development. It provides information on key areas of sustainable development; a self-assessment tool; guidance on how to incorporate 'Good Citizenship'; case studies; resources for further information; and a forum for networking. The model focuses on six areas of sustainability: travel, procurement, facilities management, community engagement, workforce and buildings.

Incorporating the Good Corporate Citizenship Assessment Model will help ASC organisations achieve health benefits for patients and populations, tackle health inequalities and place more emphasis on prevention rather than treatment. It will save money through energy efficiency and waste reduction, engage both staff and the community and contribute to the UK climate change targets.

***Procuring the Future* (2006)**

DEFRA (Department for Environment, Food and Rural Affairs)/Sustainable Procurement Task Force (2006) *Procuring the Future: Sustainable Procurement National Action Plan: Recommendations from the Sustainable Procurement Task Force*, London: DEFRA, www.defra.gov.uk/sustainable/government/publications/procurement-action-plan/index.htm

This action plan aims to embed sustainable development practice (social, economic and environmental) in procurement and investment decisions in the UK public sector in order to:

- make efficient use of public resources
- stimulate markets to innovate and produce more cost-effective and sustainable options
- set an example to the private and public sectors.

Sustainable procurement is defined as: 'a process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and the economy, whilst minimising damage to the environment'.

The plan includes six recommendations:

- lead by example
- set clear priorities
- raise the bar
- build capacity
- remove barriers
- capture opportunities.

The 'flexible' procurement framework which forms the basis for the action plan has been developed to assess the quality of procurement activity and to provide a clear route to better performance. It covers five themes: people; policy, strategy and communication; procurement process; engaging suppliers; measurement and results, with five levels of progress: foundation, embed, practice, enhance and lead.

A series of related resources, including a booklet containing sustainable development indicators, are available via the DEFRA website at www.defra.gov.uk/sustainable/government/publications/procurement-action-plan/index.htm

Sustainable Communities Act 2007

www.communities.gov.uk/publications/localgovernment/sustainablecommunitiesact

The scope of the Act is broad, covering social, economic and environmental issues. It aims to promote the sustainability of local communities and to strengthen the role of communities. It provides a statutory framework for councils in England, working with local people and community groups, to put forward proposals on sustainable improvements to economic, environmental and social well-being. This includes plans involving decentralisation and reconfiguration of public services and changes to the pattern of public spending. Social well-being is seen to include participation in civic and political activity. The Local Government Act 2000 established 'community strategies' (and the power of well-being), and this Act renames these 'sustainable community strategies'. Sustainable community strategies aim to promote and improve the economic, social or environmental well-being of local authority areas and to contribute to sustainable development in the UK.

This Act forms part of a general policy drive towards increased community engagement, devolution of power to localities and localisation of service provision which impacts on the role of local authorities as 'enablers' and commissioners of local services, including ASC.

Local Government and Public Involvement in Health Act 2007

www.opsi.gov.uk/acts/acts2007/ukpga_20070028_en_1

This Act introduces a duty on local authorities to cooperate with 'partner authorities' in the development and agreement of LAAs (and local improvement targets) which have a statutory basis. It provides powers for overview and scrutiny committees to review and scrutinise actions of key public services providers as well as empowering councillors to raise issues with overview and scrutiny committees through a 'councillor call to action'. The Act abolishes Patient and Public Involvement Forums and introduces Local Involvement Networks (LINks). These networks of local people and groups aim to ensure local communities can monitor services provision, influence key decisions and have a stronger voice in the process of commissioning health and social care. PCTs, NHS trusts and NHS foundation trusts are included as 'partner authorities' with whom local councils must consult when drafting LAAs. A JSNA of 'relevant needs' must be prepared in relation to the health and social care by the local authority and local PCTs.

The Act introduces the 'duty to involve' (for Best Value local authorities and NHS organisations), which means that people who have received or may receive services should be involved in: the planning of the provision of those services; developing and considering proposals for changes in the way those services are provided; and decisions to be made affecting the operation of those services. Here, 'involve' covers a range of activities including consultation or being provided with information; 'involvement' can be direct or through representatives. The NHS is required to involve people in the development and consideration of proposals for changes only if the decision and implementation impacts on the manner in which the services are delivered or on the range of health services available to users.

This Act established responsibilities for partnership working between local councils and local healthcare organisations which should focus on the economic, social or environmental well-being of the authority's area.

Transforming Government Procurement (2007)

HM Treasury (2007) *Transforming Government Procurement*, Norwich: The Stationery Office, www.ogc.gov.uk/who_we_are_tranforming_ogc_-_transforming_government_procurement.asp

This report unveils a range of public procurement reforms to equip the UK in the next decade with the capability to deliver world-class public services in the face of growing challenges of global competition, changing demographics and increasing pressures on natural resources. This is the first major reshaping of the procurement agenda since the Office of Government Commerce was established in 2000. Procurement is to be built on the principles of value for money and sustainability. The government is aiming to make the government estate carbon-neutral by 2012. This will be done through the Office of Government Commerce, which is a one-stop-shop for central government procurement.

The report's focus is on central government departments and it provides the context for links between sustainability and procurement. The report includes an overall aim to improve the sustainability of the government estate and operations, including reducing carbon emissions by 12.5 per cent by 2010–11, through stronger performance management and guidance.

Putting People First (2007)

HM Government (2007), *Putting People First: A shared vision and commitment to the transformation of adult social care*, London: Department of Health, www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndguidance/DH_081118

This White Paper follows the Green Paper of 2005 in setting out a range of challenges for providing good quality ASC:

- demographic changes (ageing population; more complex conditions)
- rising expectations of those depending on social care for their quality of life
- a desire by the vast majority to live in their homes for as long as possible

- increasing number of carers (and an increase in the amount of care required, particularly by young children and older people).

People using ASC are identified as: older people, disabled people, and people with mental health problems.

Putting People First provides for a personalised care system; a commitment to independent living for adults; and a collaborative approach between local and central government, professional leadership, providers and regulator. It seeks to be the first public service reform programme which is co-produced, co-developed and co-evaluated and recognises that change will be only be achieved through participation of users and carers at every stage. It aims for the empowerment of stakeholders, and particularly of frontline staff. It has four main areas: universal services; early intervention and prevention; choice and control; and increased social capital.

It establishes that each locality should have a single community-based support system focusing on the health and well-being of the local population, bringing together local authorities, primary care, community-based health provision, public health, social care and wider issues of housing, employment, benefits advice and education/training. This involves no structural changes but greater collaborative working – the new local performance framework for ASC will ensure partnership working, and there will also be a new statutory requirement on local authorities and PCTs to undertake a JSNA. The aim is to create a high-quality, fair, accessible and responsive care system. Personal budgets paid directly to individuals mean that people will increasingly shape and commission their own services and the state/statutory organisations will have a role of enabling rather than controlling services. In future we want people to have maximum choice, control and power over the support services they receive (p 3). The relationship between health, social care and wider community services is recognised as being integral to the creation of a personalised care system. The White Paper sets out agreed shared outcomes: sustaining the family unit; living independently; participating as active and equal citizens, both economically and socially; and having the best quality of life.

ASC will also champion the rights and needs of carers, older people, disabled people and people with mental health needs across the local authority, public services and wider community. Programmes will be developed which are aimed at specific groups and integrated policy development which supports independent living, including housing, access to work, education/training and leisure. Local workforce development strategies will also be developed, aimed at raising skills and providing career development opportunities.

The White Paper does not directly mention sustainable development or carbon reduction. However, it does contain elements which relate to sustainable development, in particular the economic and social aspects. It highlights the need for co-production (and co-development and co-evaluation) and increased control of services by people who use services; localised and individualised services (as well as co-located services); and the use of information and communications technologies such as telecare, which is to become 'integral not marginal'.

Procuring for Health and Sustainability 2012: Sustainable Procurement Action Plan (2007)

NHS PASA (Purchasing and Supply Agency) (2007) *Procuring for Health and Sustainability 2012: Sustainable Procurement Action Plan*, www.corporatecitizen.nhs.uk/resources.php/144/procuring-for-health-and-sustainability-2012-sustainable-procurement-action-plan

This document sets out how, in the five years from 2007 to 2012, the health sector in England will use sustainable procurement to achieve improved health and well-being for the people, the environment and the economy. Key actions include:

- committing NHS organisations to purchasing goods and services, as well as construction and refit activity, which will reduce the NHS carbon footprint (i.e, contribute to carbon reduction goals);
- developing a best practice procurement framework that recognises sustainability and innovation as central to decision-making processes and is available for use across the health and social care sector;
- developing BREEAM for Healthcare as the accredited system of choice to promote excellence in sustainable construction in the NHS;
- strengthening commissioning practice for health and well-being, and increasing involvement by the third sector and social enterprises;
- creating a health suppliers' sustainability award;
- supply-chain mapping to increase understanding of ethical and environmental impacts within the healthcare supply chain;
- encouraging progress across the sector and by suppliers against the Sustainable Procurement Task Force's Flexible Framework for improved, more sustainable procurement practices.

The action plan places sustainability at the centre of the healthcare system. It sets out the contribution of existing Department of Health policies to sustainable development: health focus on communities (eg action on health inequalities); health focus on the environment (eg encouraging choice of food, active lifestyle); and health focus on the economy (eg recognising the link between poverty and ill health). The action plan links the state of the environment, society, economy and governance issues directly with health and argues that to act sustainably is integral to providing effective health and social care services to society. It suggest that there are many opportunities for the NHS to procure, commission, plan and work jointly with local authorities and other organisations through LSPs and LAAs and the JSNA, and the Commissioning Framework for Health and Well-being, in particular, encourages this joint working.

The plan contains a section on 'climate change and innovation' which clearly emphasises the importance of environmental issues and carbon reduction alongside the social and economic aspects of sustainable development.

Climate Change Act 2008

www.legislation.gov.uk/ukpga/2008/27/contents

The Climate Change Act 2008 makes the UK the first country in the world to have a legally binding long-term framework for cutting carbon emissions. It also creates a framework for building the UK's ability to adapt to climate change. The government is committed to ensuring that the public sector is taking action to adapt to climate change. The Climate Change Act 2008 introduces a new power for the Secretary of State to direct a 'reporting authority' to prepare reports. These reports cover how the organisation is assessing and acting on the risks and opportunities arising from a changing climate. The report should contain: a summary of the statutory and other functions of the reporting authority – to ensure that it is taking into account the risks presented to all its functions; an assessment of the current and predicted risks presented by climate change to that organisation, or its functions; and a programme of measures to address those risks, including any policies or practices that are already being implemented.

Local authorities have a statutory responsibility to meet the requirements under this Act throughout their organisation, and should therefore have a strategy which reports on the current and future predicted impacts of climate change on ASC and proposals for adapting to climate change. The Act also created the Committee on Climate Change, an expert, independent, statutory public body, created to assess how the UK can best achieve its emissions reductions goals for 2020 and 2050.

Lifetime Homes, Lifetime Neighbourhoods (2008)

CLG (Communities and Local Government) (2008) *Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society*, Wetherby: CLG, www.communities.gov.uk/publications/housing/lifetimehomesneighbourhoods

This strategy outlines the challenge to housing that the ageing of our population presents. It acknowledges that most of our homes and communities are not designed to meet people's changing needs as they grow older and that we need more and better homes for older people now. It goes on to outline government plans for making sure that there is enough appropriate housing available in future to relieve the forecasted pressures on homes, health and social care services. These plans focus on developing neighbourhoods and homes that are 'future proofed' to allow everybody, regardless of age, to participate and enjoy their home and their environment for as long as possible. The built environment is a main theme of the strategy, particularly in relation to the Lifetime Homes Standards, but there is no specific consideration of climate change and its impact on older people's housing.

Taking the Long-term View (2008)

Department of Health (2008) *Taking the Long-term View: The Department of Health's strategy for delivering sustainable development 2008–2011*, www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyandGuidance/DH_089049

This document is based on the government's five principles for sustainable development:

- Living within environmental limits
- Ensuring a strong, healthy and just society
- Achieving a sustainable economy
- Promoting good governance
- Using sound science responsibly.

Priorities for sustainable development in the health and social care systems are listed as:

- to explore how a focus on sustainable development should influence the approach to policy making
- to support the work of the NHS SDU to drive forward carbon reduction and the broader sustainable development agenda across the NHS
- to promote approaches to the development of the built and natural environment that contribute to health and well-being and are compatible with sustainable development, at a national, regional and local level.

The document does not contain specific plans but describes work that is under way to develop the next sustainable development action plan that was to be published later in that year.

Saving Carbon, Improving Health (2009)

NHS SDU (Sustainable Development Unit) (2009) *Saving Carbon, Improving Health: Carbon Reduction Strategy for England*, Cambridge: NHS SDU, www.sdu.nhs.uk/page.php?page_id=94

The NHS Carbon Reduction Scheme for England sets an ambition for the NHS to help drive change towards a low-carbon society. It shows the scale of reduction in carbon required for the NHS to progress towards the Climate Change Act 2008 requirements and recommends key actions for the NHS to become a leading sustainable and low-carbon organisation. It focuses on key aspects of NHS delivery including: energy and carbon management; procurement and food; low-carbon travel, transport and access; water; waste; designing the built environment; a broader approach to sustainability including transport, service delivery and community engagement; organisational and workforce development; roles of partnership and networks; and governance – carbon reduction and sustainable development should be an inherent part of each organisation's performance and governance mechanisms.

It proposes that the Government Offices in the Regions and Strategic Health Authorities (abolished in 2010) should ensure that the NHS delivers carbon reduction through its commissioning frameworks and delivers on sustainability commitments in LAAs.

This strategy demonstrates that service providers and commissioners need to consider sustainable development and in particular the reduction of carbon emissions in all aspects of service delivery. It specifically refers to a range of issues relating to ASC, including: promoting care closer to home; telemedicine; low-carbon transport;

home working opportunities; and staff development. It emphasises the importance of partnership working in supporting a shift in the culture of the local economy.

Shaping the Future of Care Together (2009)

HM Government (2009) *Shaping the Future of Care Together*, Cm 7673, Norwich: The Stationery Office, www.dh.gov.uk/en/publicationsandstatistics/publications/publicationspolicyandguidance/dh_102338

This Green Paper sets out a vision for a new care and support system. It highlights the challenges faced by the current system (changing demographics, reduced resources, rising expectations) and proposes radical reform and the development of a National Care Service which offers prevention, national assessment, joined-up services, information and advice, personalised care and support and fair funding. The government's vision 'is for a system that is fair, simple and affordable for everyone, underpinned by national rights and entitlements but personalised to individual needs'. It highlights the need for more joined-up working; a wider range of services in care and support; and better quality and innovation. It establishes a debate about funding options, each based on a partnership between the individual and the state. Again, this Green Paper covers social and economic sustainability but fails to mention environmental aspects or climate change.

Department of Health *Sustainable Development Action Plans*

www.dh.gov.uk/en/Aboutus/HowDHworks/Servicestandardsandcommitments/Sustainabledevelopment/index.htm

2006: The first action plan published in 2006 focused on the four priority areas for action that were identified in the Sustainable Development Strategy *Securing the Future* (2005). It acknowledged that the Department of Health needed to work with its own staff and the communities in which they work to start to put its own house in order, to face the facts of a changing climate, depleting resources and loss of green space and biodiversity. It was based on the five key sustainable development guiding principles of 'Ensuring a strong, healthy and just society', 'Living within environmental limits', as well as 'Using sound science responsibly'; 'Promoting good governance' and 'Achieving a sustainable economy'. The plan adopts the framework of the Good Corporate Citizenship Assessment Model and outlines the following key priorities for action on the part of the Department of Health: travel and transport, procurement and social and community impacts. In each area the current situation is described and action plans are detailed.

2007/08: This plan describes how the Department of Health will include sustainable development in its policies and the running of its business during 2007/08. It takes account of the comments made by the SDC in response to the 2006 plan and its later advice and guidance. It acknowledges that the NHS approach has yet to be decided, but anticipates that the NHS will be initiating new programmes of work in the forthcoming year to coordinate and implement sustainable development activity. It also states that the plan does not specifically cover sustainable development work in the social care sphere as services are delivered primarily via local authorities with

social service responsibilities commissioning from the independent sector. However, it notes that the Department of Health's new sustainable development high-level group includes the Director General for Social Care.

2009–11: This document is based on nine key opportunities for the Department of Health to drive sustainable development, as leader of the health and social care system, and as government lead for public health and well-being. These include considering sustainable development (particularly environmental issues) more systematically in policy making, supporting the NHS to reduce carbon emissions, encouraging local authorities (as commissioners of ASC), improving the sustainability of procurement and employment practices and supporting staff to live and work more sustainably. There is also an intention to monitor progress against targets on a quarterly basis by the Sustainable Development Programme Board, using the Enterprise Project Management (EPM) toolset, and to publish an annual progress report, which will highlight areas of achievement and priority areas for future Sustainable Development Action Plans.

Heatwave (2009)

Department of Health (2009) *Heatwave: Supporting vulnerable people before and after a heatwave: Advice for health and social care professionals*, London: Department of Health, www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_099036

This strategy offers advice for social care professionals on supporting vulnerable people during a heatwave. It follows the more general Heatwave Plan for England published by the Department of Health in 2008. Certain factors increase risk during a heatwave: older age (particularly women over 75, or those living on their own or socially isolated or in a care home); chronic and severe illness; inability to adapt behaviour (people with Alzheimer's or a disability, people who are bed bound, people consuming too much alcohol, babies and the very young); environmental factors (living in a top flat, homeless, activities or jobs in hot places or outdoors and that include high levels of physical exertion).

This strategy highlights the need for the development of sustainable ASC systems which are able to adapt to climate change as well as putting measures in place to mitigate its effects.

Review of Public Service Regulators (2009)

SDC (Sustainable Development Commission) (2009) *Review of Public Service Regulators*, London: SDC, www.sd-commission.org.uk/presslist.php/103/public-sector-regulation-vital-to-building-a-sustainable-future-sdc

This review explores the role of several key public service regulators (the Audit Commission, Ofsted, the Healthcare Commission and then later the Care Quality Commission) and their approach to sustainability. The SDC concludes that the public service regulators which influence the work of public services in health, education and health have an important role to play in encouraging sustainability. However, the

report on their progress presents a mixed picture of how regulators are embedding sustainable thinking into their work. The report finds that the Audit Commission has made strong progress, Ofsted has made good strides towards embedding sustainable development, but the Care Quality Commission does not accept that sustainable development falls within its remit.

The key findings for the Care Quality Commission are as follows.

- The Care Quality Commission was established only in April 2009, taking over the work of three other bodies, and therefore had a great deal of work to do in order to match the progress made by the other public service regulators.
- It does not accept that sustainable development falls within its remit and thus has failed to pursue a comprehensive sustainable development agenda, although its work on public health and well-being could cover certain aspects.
- The SDC report recommends that the Care Quality Commission should carry out a special review in 2010 of how far and how well NHS trusts are promoting sustainable development; it should also allocate a board-level champion for sustainable development and work to build staff's understanding of sustainable development and their capacity to integrate sustainability into all aspects of their work.

A separate and more detailed report is available for each of the inspectorates. The report for the Care Quality Commission includes recommendations for both the Commission and the Department of Health (SDC, 2009).

Comprehensive Area Assessment Framework (2009)

Audit Commission, Care Quality Commission, HM Inspectorate of Constabulary, HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted (2009) *Comprehensive Area Assessment: Framework document*, London: Audit Commission, www.audit-commission.gov.uk/SiteCollectionDocuments/MethodologyAndTools/Guidance/caaframework10feb09REP.pdf

This document describes the new assessment framework for public services that came into force in 2009, requiring authorities to provide clear and impartial information about how well they are being served by their local public services, how that compares with elsewhere, and what the prospects are for the improvement of quality of life in their area. The framework aims to help people to hold elected representatives and those providing local public services to account for their performance and their use of public money, and to make informed choices and influence local decisions. Issues to be tackled by local partnerships include:

- supporting the local economy
- responding to the needs of the rapidly increasing proportion of older people
- reducing the number of young people not in education, employment or training
- addressing shortages of affordable housing
- improving environmental sustainability
- reducing crime

- preventing violent extremism
- tackling the causes of poor health.

The framework includes a set of national indicators to reflect priority outcomes delivered by councils alone or with partners and to provide a consistent way of measuring progress.

It acknowledges the link between climate change and quality of life and the need for partnership working to address these issues.

Low Carbon Industrial Strategy (2009)

Department of Energy and Climate Change (2009), Low Carbon Industrial Strategy: A Vision, <http://interactive.bis.gov.uk/lowcarbon/vision/>

The UK Low Carbon Industrial Strategy was launched on 15 July 2009 with the core objective of ensuring that UK businesses and workers are equipped to maximise the economic opportunities and minimise the costs of the transition to a low-carbon economy. Based on the existing economic case for action on climate change and for investment in a low-carbon economy, it presents a vision of more efficient use of energy and other resources, in business and public services, as a way of saving billions of pounds every year.

The UK Low Carbon Transition Plan (2009)

HM Government (2009), The UK Low Carbon Transition Plan: National Strategy for Climate and Energy, Norwich: The Stationery Office, <http://www.official-documents.gov.uk/document/other/9780108508394/9780108508394.asp>

This is a UK government plan to tackle climate change through five key themes:

- protecting the public from immediate risk
- preparing for the future
- limiting the severity of climate change
- building a low-carbon UK
- supporting individuals, communities and businesses to play their part.

The plan plots how the UK will meet the 18 per cent cut in emissions from 1990 levels by 2020. It presents a vision of the UK as 'a cleaner, greener and more prosperous place to live' and predicts that by 2020:

- more than 1.2 million people will be in 'green' jobs
- seven million homes will have benefited from whole-house makeovers, and more than 1.5 million households will be supported to produce their own clean energy
- around 40 per cent of electricity will be from low-carbon sources, from renewables, nuclear and clean coal
- we will be importing half the amount of gas that we otherwise would
- the average new car will emit 40 per cent less carbon than now.

In order to achieve these goals, it presents a comprehensive table of policies and proposals for reducing carbon in five key areas: power and heavy industry, transport, homes and communities, workplaces and jobs, farming land and waste.

World Class Places (2009)

HM Government (2009) *World Class Places: The Government's Strategy for Improving Quality of Place*, London: Communities and Local Government, www.communities.gov.uk/publications/planningandbuilding/worldclassplaces

A key feature of this document is the recognition that climate change necessitates a fundamental rethink of how we plan and design our built environment – both to mitigate climate change, by making a radical cut in carbon emissions, and to adapt, by preparing for more extreme weather. This strategy explores the impact on everyday lives of how places and buildings are planned, designed and looked after, including the influence on crime, health, community cohesion, prosperity, wildlife and climate change. Based on the government's commitment to improving the places where we live, the strategy lays out why and how quality of place matters and the practical steps the government will be taking to build on the achievements of recent years and do more to create prosperous, attractive, distinctive, inclusive and sustainable world-class places.

A series of case studies are used to identify the place-related factors that contribute towards quality of life and sets out a range of strategic objectives.

Building a Society for All Ages (2009)

HM Government (2009) *Building a Society for All Ages*, Norwich: The Stationery Office, www.official-documents.gov.uk/document/cm76/7655/7655.asp

Although this strategy includes no direct mention of climate change, it provides important context because of its focus on developing sustainable communities for all ages against a background of rapid demographic change. It concludes that we need to bring about major culture change to ensure that people are defined by their individual capabilities and needs, and not by their age. The strategy sets out the actions that need to be taken over the next two to three years towards bringing together services to help us prepare better, helping us take the opportunities later life can present, supporting changing family lives, changing the world of work, improving financial support, providing better public services and building communities for all ages. It includes an implementation plan that will be used to monitor progress towards achieving the government vision and report this to the new UK Advisory Forum on Ageing and the Cabinet Committee on Ageing Issues.

Climate Change Plan (2010)

Department of Health (2010) *Climate Change Plan*, London: Central Office of Information, www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_114929

This is the first Department of Health *Climate Change Plan*, based on the premise that health and climate change are inextricably linked. It sets out initial priorities and intentions for both health and social care in terms of adaptation and mitigation. The plan focuses on delivering reductions in greenhouse gas emissions across seven key areas:

- Built environment
- Service design and delivery
- Information communication technology
- Workforce
- Knowledge and research
- Finance
- Procurement.

The plan acknowledges that the Department 'sets the strategic direction of ASC', but it also recognises that it 'does not have direct responsibility for delivering social care services'.

Shaping Our Future (2010)

HM Government (2010) *Shaping Our Future: The joint ministerial and third sector Task Force on climate change, the environment and sustainable development*, Norwich, The Stationery Office, www.defra.gov.uk/corporate/about/with/third-sector/index.htm

This report sets out a vision of how the government and third sector organisations will work together over the next five years to tackle key environmental issues including climate change. It recognises that the third sector is uniquely placed to mobilise the public and persuade governments to act. It summarises how the following key aims will be addressed:

- to develop a vision for third sector action on climate change, the environment and sustainable development
- to identify the specific roles of government and third sector organisations in achieving this vision
- to develop a partnership action plan with proposals to make this vision a reality by mainstreaming climate change, environmental sustainability and sustainable development in the sector, and in the third sector programmes of relevant government departments.

Appendix Two: The research project aims and methodology

The project brief

The overarching project aim was to explore the meaning of sustainable development in ASC settings. The focus of the project was therefore to be on models of service commissioning and delivery that minimise the impact on the environment. This approach was taken in the context of *Securing the Future* (HM Government, 2005), a government strategy to help deliver a better quality of life through sustainable development. This strategy makes a clear commitment to promoting new, modern, sustainable ways of living, working, producing and travelling as a way to achieve wider benefits to human health and well-being. It also acknowledges that 'natural resources are vital to our existence and to the development of communities' (p 8) and calls for 'a major shift to deliver new products and services with lower environmental impacts across their lifecycle, and new business models which meet this challenge while boosting competitiveness' (p 7).

A sustainable approach has been adopted in the NHS by the SDC in the form of the **Good Corporate Citizenship Assessment Model** (2006). This model is based on the principle of living within environmental limits and ensuring a strong, healthy and just society. The model identifies six key areas that should be considered in organisational strategies for sustainable development: travel, procurement, facilities management, workforce, community engagement and buildings. The project aimed to develop similar principles of sustainable consumption and production in ASC services. This made it important to consider the delivery of this aim in the context of *Putting People First* (HM Government, 2007), the government vision for a radical reform of ASC. This document emphasises the intention to 'put people first' by enabling people to live their own lives as they wish, with access to services that are of high quality, are safe and promote their needs for independence, well-being and dignity. There is also an aim to promote equality of independent living across the population by focusing on particular groups, including older people, those with mental health problems and those with long-term conditions. Within the overall aim to provide access to universal high-quality support in every community is a recognition that different systems will be appropriate in different areas and settings.

In this context, the Sustainable Systems of Social Care project aimed to address the following objectives:

- to identify the criteria for models of sustainable ASC
- to explore the opportunities and challenges that a sustainable model presents
- to identify and examine examples of good practice in sustainable social care
- to produce recommendations for policy makers, commissioners and providers of social care.

These aims and objectives were translated into three main research questions:

- 1 How can sustainable approaches help to deliver the vision for ASC that is set out in *Putting People First*, based on independent living through high-quality personalised services?
- 2 What are the key criteria for sustainable models of ASC?
- 3 How can these criteria be translated into practice, and what are the main facilitators for and challenges to commissioning and delivering sustainable models of social care?

Project methods

The work comprised two overlapping project strands. These are outlined below, including aims, tasks, outputs and resource requirements.

Strand A: Scoping and context setting

The main task in this strand was to map key strategies, policies, frameworks and initiatives that relate to the sustainability agenda and how these can be applied to the delivery of ASC. These included the NHS **Good Corporate Citizenship Assessment Model** (2006) and the Department of Health Strategy for Sustainable Development 2008–2011.

The main output from this strand was a documentary map and analysis that framed the overall direction of the project, informed definitions of sustainability and provided criteria for case study selection. This can be found in Appendix Two.

Strand B: Case study work

In developing our criteria for selecting case studies to explore, we drew on our scoping work in phase one, along with information gained from the LGIU network and conversations with key informants. Together, these sources led us to take into account the seven criteria below. This is an ambitious list to use when selecting a small number of case studies. It might therefore be better viewed as aspirational rather than fully achievable:

- To focus on achieving environmental sustainability, while acknowledging the role of economic and social sustainability as important drivers in developing a sustainable approach
- To focus on mitigation of the impact of service delivery on climate change
- Geographical area: to include examples from different parts of England (and possibly beyond), including coverage of the urban–rural spectrum
- Scale: indicating the possibility of building a sustainable whole systems approach, either by incorporating both small- and large-scale examples or by choosing case studies that, taken together, demonstrate the possibilities for combining best practice from service-specific, local and regional initiatives
- To consider areas of operation identified by the Good Corporate Citizenship Assessment Model as relevant to carbon reduction: travel, procurement, facilities management, workforce, community engagement and buildings
- Organisation: including initiatives from different sectors and/or those that demonstrate cross-sector or partnership working

- To avoid studying any initiative that had already been comprehensively evaluated.

Four case studies were identified and recruited to the project. The main tasks of the case studies were to interview key informants (including service commissioners, providers and people who use services) and to analyse relevant documentary evidence.

An interview schedule is included below. Data were analysed thematically.

Case study topic guide

Interviews with case study participants will need to be tailored to individual case studies, but the following format is being used.

1 Please describe the initiative

This will allow the interviewer to confirm the main elements of the initiative and follow up any missing details including:

- Who is leading/delivering the initiative?
- Who are the main partners/collaborators?
- What services does it involve?
- How long has it been in place?
- How is the initiative resourced/funded?

2 What are the main drivers for this initiative?

- Environmental, social, economic, other

3 How does the initiative fit into policies/strategies at a local/regional/national level?

4 What are the main impacts of the initiative for the following stakeholders (eg resource use, costs, quality of service, satisfaction levels?):

- Commissioners
- Providers
- Service users
- Others

5 Is it being formally evaluated/monitored? If so get details, findings, etc.

6 Is it being (or will it be) rolled out and if so how/where/when/who by?

- What are the main drivers for the roll out?
- What are the main challenges?

7 Are there any other sources of information – documents, etc?

Appendix Three: Cornwall County Council Sustainable Procurement Good Practice

Sustainable Procurement

Cornwall County Council's Vision is 'A strong sustainable community for One and All'.

Sustainable development is about ensuring a better quality of life for everyone and for future generations by bringing together social, economic and environmental goals.

Sustainable Procurement is about taking these factors into account in purchasing decisions.

For example it's about looking at what our products are made of, where they came from, who has made them and how much waste they produce. Also do we even need to purchase it at all?

If we consider all these factors, we can make better choices about what we buy, who we buy it from and how often we buy it.

The Council, along with its partners, is committed to ensuring that goods and services are delivered in a way that helps to protect the quality of the environment and minimises any adverse impact on community well-being.

Sustainable Procurement is a process whereby organisations meet their needs for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organisation, but also to society and the economy, while minimising damage to the environment.

Procuring the Future, Sustainable Procurement Task Force, June 2006

During the financial year of 2007/08 the Council spent £340 million on goods, works and services with about 13,000 external suppliers.

It is a major purchaser and has to meet the needs of about 18,000 staff and purchases electronic equipment, food, paper, furniture, energy, cleaning equipment, vehicles etc.

Everything purchased from stationery to waste management services has an impact on the environment and society, therefore Procurement is well placed to make a positive contribution to sustainable development through its Procurement decisions.

As part of the Council's Sustainable Development Plan the Corporate Procurement Unit are developing standard tender documentation and procurement practices that incorporate the sustainability theme to assist in the following:

- Consumption of more sustainable materials and goods encouraged and promoted.

- > For example we have corporate contract for the supply of stationery from Lyreco and have transferred the paper process of ordering to the internet making procurement available through an online portal.
- > On a monthly basis we monitor the stationery items we purchase from Lyreco and not only did we demonstrate savings of £569,000 during 2006/07 but 60 per cent of the products supplied are now "environmentally friendly". Also printer cartridges are remanufactured and used cartridges are collected by Lyreco and all waste material that can be recycled is processed, sorted and shipped to a recycling centre.
- > Due to growth in markets the costs of sustainable products are falling and we are also analysing the possibility of changing to recycled paper.
- Climate change impacts are minimised for example the provision of low carbon electricity from EDF. Low carbon electricity is exempt from the Climate Change Levy (CCL) in the same way as qualifying Green Energy.
- Opportunities for local companies to win tenders are maximised through the 'Tenders in Cornwall' website.
- We are working towards the implementation of the Small Business Concordat to assist local businesses to compete and win tenders.
- Adverse environmental impacts of goods and services (eg pollution to land, sea, or air) are minimised.
- We are exploring and taking advantage of new technologies, such as e-procurement to achieve paperless trading.
- Well-being aspects of procurement (eg health and safety of suppliers and users of products etc) are being improved.
- Environmental Management and Equal Opportunities criteria included in our standard PQQ for high value procurement are sent to potential tenderers to assess their suitability to contract. (See extract on page 73.)

Whole life costing

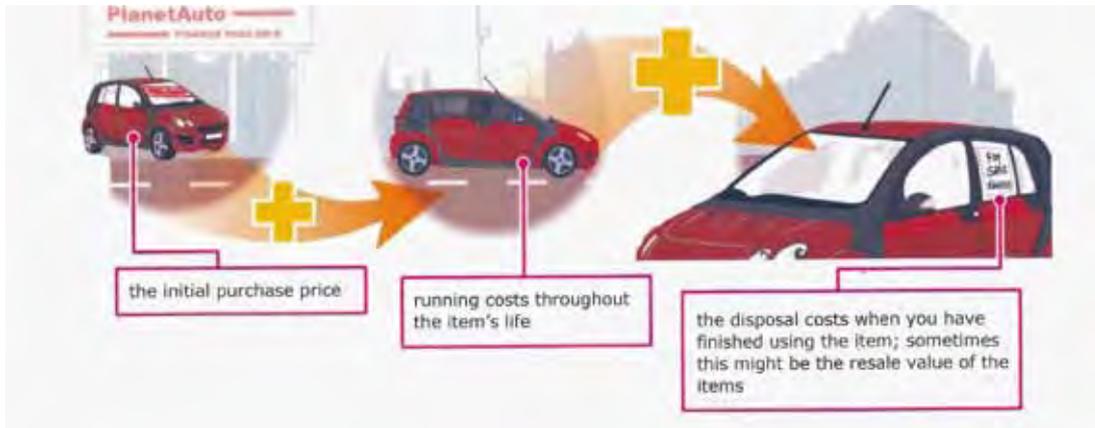
Whole life costing is a process that systematically considers all relevant costs and revenues associated with the acquisition and ownership of an asset over its lifespan.

In simple terms it looks beyond the purchase or contract price. It is a process designed to consider not just the price paid for the asset, but also the maintenance costs, service costs, energy costs and disposal costs (you may have to pay for its removal).

It also requires the user to think about the less tangible aspects such as environmental, social and sustainability issues.

For example, the purchase price of a vehicle is not the same as the total cost of acquiring and running the vehicle. There will be insurance, tax, spare parts, fuel and depreciation costs to consider. There is such a variation in these associated costs that it may mean that by paying a higher purchase price, greater savings can be made through comparatively lower running costs over the vehicle's lifespan.

Also there are the intangible costs of the emissions on the impact of the environment.



Good Practice

When specifying the features and qualities of the products you are thinking of buying you should consider all the environmental impacts:

- Encourage suppliers and contractors to consider the major impacts of their products and services and if necessary, to offer more sustainable alternatives.
- Transportation – think about the transportation of the product. Is it necessary to ship something a long distance when a similar product is available locally? Sourcing from local suppliers can mean local investment and could support economic sustainability.
- Where appropriate examine the environmental management practices of the potential supplier. Does the supplier have an environmental policy or are they certified to ISO 14001?
- Specify clearly what is required. Environmental standards can be set as part of the specifications, for example the use of recycled materials, energy efficiency or the ability of the product to be recycled or reused.

Ensure Sustainability is considered at every stage in the Procurement Cycle:



Examples of criteria for some key products you may buy are listed below-

Product	Criteria
Energy	Renewable, energy efficient
White goods	Energy rated 'A'
Wood	Sustainable managed forests ie Forest Stewardship Council (FSC) certified
Cleaning materials	Biodegradable, non-toxic, phosphate-free detergents
Batteries	Rechargeable, solar powered
Lighting	Energy saving bulbs, low wattage, florescent, 25mm
Food	Organic, fresh, fair trade
Equipment (eg computers)	Energy efficient products, clean manufacturing processes
Vehicles	Fuel efficiency, three-way catalytic converters
Paper	Chlorine free, sustainable managed forests, recycled
Services	Employees are treated fairly and not subject to discrimination or harassment

The relative costs of the products should be balanced against the environmental and technical benefits from the purchase and use of the product.

Do not specify sustainable products by brand name; particular brands may only be available from one source and this would be anti-competitive. Instead specify what a product does, allowing all suppliers an equal opportunity to supply.

Ensure that the minimum amount of packaging is used.

Further information

Additional to this guide further information is available on the Corporate Procurement Intranet under the heading of Sustainable Procurement, including:

- A Sustainable Procurement e-learning module.
- A Procurement Toolkit from Forum for the Future that includes an excel spreadsheet as a guide to incorporating sustainability into the tender/contract process. It gives guidance on how to select appropriate suppliers, develop specifications, evaluation and development with suppliers afterwards.
- Quick wins 2008, that provides listings of products and the minimum procurement specification requirements.
- The National Procurement Action Plan.

PQQ extract (07.11.2007)

3.9	ENVIRONMENTAL MANAGEMENT	
3.9.1	Please provide a copy of your organisation's, and any proposed partners, Environmental Policy and/or other declaration, information or instruction issued by your organisation as necessary, to ensure compliance with environmental legislation	Attached Yes/No
3.9.2	Please provide the name of the person and contact details of who is responsible for implementing and maintaining your organisation's Environmental Policy	
	Name	
	Title	
	Address	
	Telephone Number	
	E-mail Address	
3.9.3	Is your organisation committed to undertaking its operation to the Environmental standards through accredited management systems and environmental practices? If yes, please provide details	Yes/No

3.9.4	Please provide details of how your Environmental Policy is communicated to your employees and administered within your organisation	
3.9.5	Please provide details of any strategies your organisation has introduced to reduce the impact of your operation on the environment. For example, special emphasis on recycling, the safe use of materials, conservation of energy resources etc, or provide details of any areas which you consider relevant to the protection of the environment in relation to the subject of this procurement	
3.9.6	In the last three years has your organisation or proposed partners, been prosecuted for breaking any UK or EU, or equivalent national legislation relating to the environment? If yes, please provide details	Yes/No
3.9.7	In the last three years has your organisation or proposed partners, had any notice served upon it by an environmental regulator or authority? If yes, please provide details	Yes/No
3.9.8	Is it your organisation's policy to develop, manufacture, market, supply and purchase goods/ products for inclusion in services, supplies or works that are safe, efficient and can be recycled or disposed of safely?	Yes/No
3.9.9	Is it your organisation's policy to use development, manufacturing and disposal processes that do not adversely affect the environment?	Yes/No
3.9.10	Is it your organisation's policy to meet or exceed all applicable government and environmental requirements?	Yes/No
	Are you certified according to ISO 14001:2004 or Eco-Management and Audit Scheme registered, or equivalent? If yes, does your environmental policy cover	Yes/No

	(a)	the disposal of waste?	Yes/No
	(b)	the reduction of CO ₂ emissions?	Yes/No
3.9.11	Environmental impacts from disposal		
	(a)	Can any parts of any equipment or product supplied be re-used?	Yes/No
	(b)	Can used and worn-out equipment or product be returned?	Yes/No
3.9.12	Environmental Impacts from Substances		
	(a)	Are any batteries supplied without cadmium or lead?	Yes/No
	(b)	Are any plastic parts made up of one type of plastic only?	Yes/No
	(c)	Can any plastic parts be re-used?	Yes/No
	(d)	Do any plastic parts contain PVCU?	Yes/No
	(e)	Are any electronic parts produced without the use of ozone layer depleting substances?	Yes/No
	(f)	Have any of the products been sprayed with or contain Altrazine?	Yes/No
	(g)	Are any products used in manufacture which may be classified as environmentally dangerous or suspected of possibly being carcinogenic?	Yes/No
	(h)	Do any of your products contain genetically modified ingredients, derivatives or additives?	Yes/No
3.9.13	Environmental impacts from packaging		
	(a)	Do cartons used for packaging contain at least 80% re-used plastic materials?	Yes/No
	(b)	Does plastic used in packaging contain PVCU?	Yes/No
	(c)	Can packaging be returned?	Yes/No
	(d)	Are dyes on the packaging without heavy metals or heavy metal containing substances?	Yes/No
	(e)	Is packaging produced without the use of ozone layer depleting substances?	Yes/No
3.9.14	Does your organisation undertake Environmental audits? If yes, please provide details		Yes/No

Further reading

- ¹ Cass, 2009, www.scie.org.uk/publications/guides/guide15/factors/nutrition/index.asp
- ² www.defra.gov.uk/environment/climate/legislation/index.htm
- ³ www.corporatecitizen.nhs.uk/
- ⁴ For further details, see www.defra.gov.uk/corporate/about/with/localgov/indicators/ni188.htm
- ⁵ www.bristol.gov.uk/ccm/content/Environment-Planning/sustainability/file-storage-items/peak-oil-report.en
- ⁶ Harrington, R. and Ryan-Collins, J. (2009) 'Users as producers: innovation and co-production in Camden', in S. Parker (ed) *More than good ideas: The power of innovation in local government*, London: IDEA, pp 55-61.
- ⁷ London Borough of Camden (LBC) (2008) *Commissioning outcomes and recovery*, London: Camden: Housing and Adult Social Care.
- ⁸ www.camden.gov.uk/ccm/navigation/council-and-democracy/plans-and-policies/community-strategy/?jsessionid=A4E98D9570BAEFCE6BD34DBF6BA67404
- ⁹ www.decc.gov.uk/en/content/cms/statistics/indicators/ni185/ni185.aspx
- ¹⁰ www.substance.coop/services/monitoring-evaluation
- ¹¹ More information can be found at <http://sustainable-lives.org.uk/welcome/>
- ¹² www.timebankingwales.org.uk/
- ¹³ Cowan, D. and Turner-Smith, A. (1999) 'The role of assistive technology in alternative models of care for older people', in A. Tinker et al (eds) *Royal Commission on Long Term Care (Research Volume 2)*, London: The Stationery Office.
- ¹⁴ Bow Group Report (2009) *Telecare: A crucial opportunity to help save our health and social care system*, www.bowgroup.org/harriercollectionitems/TelecarePaper.pdf
- ¹⁵ Department of Health (2009) *Use of resources in adult social care: A guide for local authorities*, www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/@dh/@en/@ps/@sta/@perf/documents/digitalasset/dh_107595.pdf
- ¹⁶ HM Government (2009) *Shaping the future of care together*, www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_102338
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- ¹⁸ McMichael et al (2008), 'Global environmental change and health: impacts, inequalities and the health sector', *British Medical Journal*, vol 336, no 7637, p 191, www.bmj.com/cgi/content/full/336/7637/191
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Sustainable systems of social care

This research was carried out by a team from the Institute for Sustainability, Health and Environment at the University of the West of England, between November 2009 and June 2010. It complements other work undertaken as part of SCIE's Sustainable Social Care Programme, including the Learning Network run by the Local Government Information Unit (LGIU).

Sustainable systems of social care aims to inform policy makers and commissioners in particular, but will also be of relevance to wider social care and public health communities.

The research carried out as part of this project falls into three main strands:

- a scoping and mapping exercise focusing on key strategies, policies, frameworks and initiatives that relate to the sustainability agenda and how these relate to adult social care
- case study work to explore the criteria for, facilitators of and challenges to sustainable models of social care
- the development of key themes and recommendations for commissioners and other audiences across the sector.

This publication is available in an alternative format on request.

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