Dinas a Sir Abertawe



Hysbysiad o Gyfarfod

Fe'ch gwahoddir i gyfarfod

Panel Perfformiad Craffu - Gwasanaethau I Oedolion

- Lleoliad: Ystafell Bwyllgor 5 Neuadd y Ddinas, Abertawe
- Dyddiad: Dydd Mawrth, 16 Ebrill 2019
- Amser: 3.30 pm SYLWER: Mae'r 10 munud gyntaf yn gyfarfod caeëdig ar gyfer aelodau'r panel yn unig
- Cynullydd: Y Cynghorydd Peter Black CBE

Aelodaeth:

Cynghorwyr: V M Evans, J A Hale, C A Holley, P R Hood-Williams, Y V Jardine, P K Jones, S M Jones, J W Jones, E T Kirchner, H M Morris a/ac G J Tanner

Aelodau Cyfetholedig: T Beddow a/ac K Guntrip

Agenda

Rhif y Dudalen.

- 1 Ymddiheuriadau am absenoldeb.
- 2 Datgeliadau o fuddiannau personol a rhagfarnol. www.abertawe.gov.uk/DatgeluCysylltiadau
- 3 (3.45pm) Nodiadau cyfarfodydd blaenorol
 1 5
 Derbyn nodiadau'r cyfarfodydd blaenorol a chytuno eu bod yn gofnod c
 ywir.
- 4 (3.50pm) Cwestiynau'r Cyhoedd Rhaid i gwestiynau fod yn berthnasol i faterion ar yr agenda ac ymdrinnir â nhw o fewn cyfnod o 10 munud.
- 5 (4.00pm) Y Diweddaraf am Gynllun Gwella'r Gwasanaethau i6 13OedolionDeborah Reed, Pennaeth Dros Dro'r Gwasanaethau i Oedolion
- 6 (4.30pm) Adroddiad Swyddfa Archwilio Cymru am Gomisiynu 14 30 Gwasanaethau Llety i Bobl ag Anableddau Dysgu - y diweddaraf am gynnydd yr argymhellion Deborah Reed, Pennaeth Dros Dro'r Gwasanaethau i Oedolion

7 (5.00pm) Amserlen Rhaglen Waith

8 (5.05pm) Llythyrau

a) Ymateb gan Aelod y Cabinet (cyfarfod 19 Chwefror 2019)

Cyfarfod nesaf: Dydd Lau, 20 Mehefin 2019 ar 4.00 pm

Huw Eons

Huw Evans Pennaeth Gwasanaethau Democrataidd Dydd Llun, 8 Ebrill 2019 Cyswllt: Liz Jordan 01792 637314



Agenda Item 3



City and County of Swansea

Notes of the Scrutiny Performance Panel – Adult Services

Committee Room 5 - Guildhall, Swansea

Tuesday, 19 March 2019 at 3.30 pm

Present: Councillor P M Black (Chair) Presided

Councillor(s) P R Hood-Williams G J Tanner Councillor(s) S M Jones Councillor(s) J W Jones

Co-opted Member(s) T Beddow

Officer(s)

David Howes Liz Jordan Deborah Reed Director of Social Services Scrutiny Officer Interim Head of Adult Services

Apologies for Absence

Councillor(s): C A Holley, P K Jones, E T Kirchner and H M Morris Co-opted Member(s): Katrina Guntrip

1 Disclosure of Personal and Prejudicial Interests.

No disclosures of interest were made.

2 Notes of meeting on 19 February 2019

The Panel agreed the notes as an accurate record of the meeting.

3 Public Question Time

No members of the public were present at the meeting.

4 Update on Commissioning Review - Domiciliary Care and Procurement

Deborah Reed, Interim Head of Adult Services updated the Panel on the reprocurement of domiciliary care and respite at home service in Swansea.

Discussion points:

 Authority is looking to claw back 50% of the 27% it estimates providers are under delivering Minutes of the Scrutiny Performance Panel – Adult Services (19.03.2019) Cont'd

- Authority anticipates the new system will be better in meeting the current shortfalls as currently providers do not want to take on rural areas. By offering a rural premium it is hoped this will increase the number of packages of care in these areas
- Quality is being built into the process as zones have been constructed on efficient runs so helping providers put in bids which are more efficient for them. This will help us to commission a quality service. Also providers will have to pay expenses for travel, carry out proper appraisals etc.
- Panel requested to see questions on quality included in the tendering requirements.
- Panel to revisit this item in late Summer / early Autumn to look at the outcomes of this process.

Actions:

- Circulate to Panel questions on quality included in tendering requirements
- Add to work programme 'Outcomes of Re-Procurement Process Domiciliary Care and Respite at Home'.

5 Adult Safeguarding Update - presentation

The Panel received a presentation updating on Adult Safeguarding in Swansea.

6 Safeguarding: Modern Slavery / Human Trafficking - presentation

The Welsh Government Anti-Slavery Coordinator, Stephen Chapman, attended the meeting and gave a short introduction about the role he carries out. The Crime Agency has just published a document which he will send to the Panel for information. The Panel was informed that we are in a far better situation now as we are aware of the issue. A lot is being done but there is a lot more to do.

Deborah Reed updated the Panel about this issue in Swansea.

Discussion points:

- Lots of ways to identify the people involved.
- We are the only country using MARAC (Multi Agency Risk Assessment Conference) to help with this issue. In Swansea MARAC meets on demand.
- We do not know the true number of people being held in slavery. Think it is in the thousands in Wales
- There is a modern slavery helpline which people can use to report it. This is beginning to be used more.

Actions:

• Crime Agency document to be circulated to the Panel for information.

7 Care Inspectorate Wales Inspection Report on Domiciliary Support Services

Dave Howes, Director of Social Services briefed the Panel on the outcomes of the inspection by CIW on Swansea Council Domiciliary Support Services.

Discussion points:

- Verbal feedback from inspectors was excellent. Really positive feedback around staff and managers leading the service
- Some issues still to address but these are in hand
- All feedback around practice delivery was very positive especially the verbal feedback
- CIW inspection reports on providers will be used as part of the process for deciding on tenders. These are used as business as usual. It is part of how the Service contract manages at present
- Agreed the aspects of the in house service that inspectors praised were what the Department should look for in the services it is seeking. Panel will expect to see much of this in the information being provided to the Panel under item 4 on questions on quality included in tendering requirements.
- Local inspectors will expect to see the Action Plan and will monitor implementation of it
- Panel feels personal plans should be more reflective of individual needs. This is in respect of some of the re-ablement works. The Service will be doing something about this.

8 Work Programme Timetable 2018-19

The Panel considered the work programme.

9 Letters

Letter received and considered by the Panel.

The meeting ended at 5.30 pm



City and County of Swansea

Notes of the Scrutiny Performance Panel – Adult Services

Committee Room 5 - Guildhall, Swansea

Tuesday, 26 March 2019 at 10.30 am

Present:	Councillor P M Black	(Chair) Presided
1 1000110		

Councillor(s) P R Hood-Williams S M Jones

Councillor(s) C A Holley

J W Jones

Co-opted Member(s) T Beddow Co-opted Member(s) K Guntrip

Other Attendees

Mark Child Jason Crowl

Andrew Davies Sian Harrop-Griffiths Tracy Myhill David Roberts Cabinet Member - Care, Health & Ageing Well Nurse Director, Primary Community Services, Abertawe Bro Morgannwg University Health Board Chairman, ABMU HB Executive Director of Strategy, ABMU HB Chief Executive, ABMU HB Service Director, Mental Health and Learning Disabilities, ABMU HB

Officer(s)

Liz Jordan Scrutiny Officer Deborah Reed Interim Head of Adult Services

Apologies for Absence

Councillor(s): J A Hale, Y V Jardine, P K Jones and G J Tanner

1 Disclosure of Personal and Prejudicial Interests.

No disclosures of interest were made.

2 Presentation and Question and Answer Session with Chairman and Chief Executive of Local Health Board

The Chairman, Andrew Davies and Chief Executive, Tracy Myhill of Abertawe Bro Morgannwg University Health Board attended together with their colleagues Jason Crowl, Sian Harrop-Griffiths and David Roberts to present to the Panel and answer questions. Andrew Davies informed the Panel that they were appearing on behalf of ABMU HB but were really representing the wider partnership which includes the 3 local authorities and the third sector. It is a strong and effective partnership and the relationship has improved significantly over the last 5 to 6 years. The average age of patients is 85 and they frequently present with more than one complex issue. The priorities of the HB are to provide the best care and improve the health of the population

Discussion points:

- From 1 April Bridgend will no longer be part of ABMU HB and the HB will be changing its name to Swansea Bay University Health Board. This move should be cost neutral to the HB and should have no detrimental effect on the population.
- HB plans to reduce its deficit in a controlled way. It is trying to change in a strategic way.
- HB feels the major reason for the targeted intervention in 2016 was finance, mainly in terms of provider costs.
- Prevention and wellbeing can only be tackled through joint working. This is very much the HB's focus now. The whole system needs to be moved from treating health to prevention.
- HB's policy is to try and keep people at home for as long as possible
- Disputes happen between the local authority and HB regarding packages of care. Partnership working is key to dealing with this. It is resolved on a case by case basis. There are no timescales in places for resolving disputes between the local authority and health board.
- HB and local authorities are working more towards pooling of budgets for packages of care. Could potentially lead to service level agreements for this in the future.
- HB is working with local authorities to change the models of care.
- HB is using its 10 year strategy to provide a framework for short term plans
- There is not currently an accessible system in place for the HB and Social Services which everyone can access. Hopeful there will be in the next three years.
- Panel requested more information from the HB on mortality, morbidity and wellbeing indicators. The HB agreed to provide this.

Actions:

• HB to provide data on mortality, morbidity and wellbeing indicators.

3 Work Programme Timetable 2018-19

The Panel considered the work programme.

The meeting ended at 12.00 pm

Agenda Item 5



Report of the Cabinet Member for Care, Health and Ageing Well

Adult Services Scrutiny Performance Panel – 16th April 2019

ADULT SERVICE IMPROVEMENT PLAN UPDATE

Purpose	To provide a briefing requested by the Board about the progress against the Adult Services improvement programme including outputs to date and priorities for further delivery
Content	This report includes a summary of key improvement programme achievements for 18/19 to date and an overview of priorities for 19/20
Councillors are being asked to	Consider and provide their views on the information shared
Lead Councillor(s)	Cabinet Member Mark Child
Lead Officer(s)	Deb Reed (Head of Adult Services)
Report Author	Lucy Friday (PO Adult Services Transformation) Lucy.Friday@swansea.gov.uk 07814106338

Adult Services Improvement Programme : April 2018- February 2019:

Overview:

The key objectives of the Adult Service Improvement programme are:

- Better Prevention
- Better Early Help
- New Approach to Assessment
- Keeping People Safe
- Working Together Better
- Improved Cost Effectiveness

Each of the individual projects/work streams contained within the improvement programme relate to the delivery of one or more of these key objectives.

In turn within each objective is the aim to achieve the following outcomes for citizens, our community and Adult Services:

- To embed a culture of continuous improvement
- To deliver efficient and effective services
- To support the outcomes that citizens want to achieve
- To develop a strong, skilled and resilient workforce

Savings aligned to the improvement programme for 2018/19 total $\underline{\pounds3,751,942}$ As of February 2019 savings progress has reached $\underline{\pounds3,038,367}$ Forecast for full year savings is $\underline{\pounds3,360,485}$

This represents a shortfall of $\underline{2391,457}$ against the target.

Headline Achievements to date:

Programme	Progress April 18 – Sept 18	Associated Savings to date
Adult Services Improvement Programme & supporting Communications Strategy		N/A
	Staffnet development ongoing with updates and useful links being progressed by comms working group	
Local Area Co-Ordination	 Successful expansion of LAC posts has continued including Townhill, Sketty & Blaenymaes Funding secured from partner agencies wider project outside of income re. impact and measuring of outcomes. In development with P&I team. 	£80,000

elements of regional model embedded in Swansea ding Mental Health and Dementia support within mon Access Point act of services now being scrutinised - S33 agreement ewed following first 3 years of implementation to reflect r service impact and financial contribution above ICF.	
ewed following first 3 years of implementation to reflect r service impact and financial contribution above ICF.	
sure 20a - 81%	
ormance information and tracking of impact on community ces under review and informing way forward	
ructure completed over 17/18 and 18/19 r dissemination of reablement and long term/complex roles and routes for referral cessful recruitment of operational manager to monitor and age demand and capacity of internal service developed and implemented with effect from 2 nd July 8 within budget including recruitment to available incies	
• • • •	(£1,726,000-Funding secured)
(i	kimisation of available funding opportunities continued for 19 with bids submitted across all avenues estment in just checking and single handed care ipment relopment of existing reablement residential care facilities ease of connectivity and digital tools across residential

Programme	Progress April 18 – Sept 18	Associated Savings to date
	 Dementia awareness training Investment to support increase of dementia support team resource at 'front door' 	
PracticeFramework Development & Delivery	 Practice Framework full chapters in development. First draft of Practice Handbook issued end Dec 2018, Comms and access to reference guidance / material to be available to staff via staffnet - part of Dept comms strategy, making any guidance framework available (in a user friendly way) via staffnet full roll out of outcomes training designed and delivered from Sept 18 onwards. delivered to full integrated staffing establishment 	N/A
DoLs Review	 Static T/L and 4 x static staff in place. 4 additional Social Workers rotated into team from community on 6 monthly basis Backlog reduced significantly and new referrals managed BIA allocations and authorisations increased Issue regarding rotation of staff and maintaining performance to be addressed in 2019/20 	N/A
Direct Payments Strategy & implementation of Pre-Paid Cards	 Strategy / workplan / key deliverables developed. Dedicated Project Management resource allocated to delivery of strategy Sept 18– Feb 19. improved monitoring targets in place - tying closely with Review project Significant work around establishing financial savings across numerous budgets Ongoing work with budget team to progress and resolve 	£512,222 (-£137,778)

Programme	Progress April 18 – Sept 18	Associated Savings to date
	 Performance framework for 19/20 developed Implementation of process for pre-paid cards completed. Cards successfully rolled out and now in place for all new clients and majority of existing clients transferred over saving includes all recovered overpayments through improved processes and monitoring including those systems directly connected to pre-paid cards. 	
LD/MH right-sizing & review/Maximising funding for MH/LD		£611,521 (+£111,521)
Recommissioning of External Domiciliary Care	 Full programme of delivery developed with identified leads and establishment of new commissioning arrangements planned for October 2019 Procurement process agreed Zoning arrangements agreed Specification completed Full governance and decision making protocol established and monitored Ongoing engagement with service providers, clients, carers and community groups throughout process. 	N/A

Programme	Progress April 18 – Sept 18	Associated Savings to date
Learning Disability, Physical Disability & Mental Health service provision commissioning review	 Review of progress and timelines pulled together by leads Full project scope and governance established including, project board, agreed leads and timescales for delivery. Learning Disability Supported Living contracts out to tender for first tranch – timeline approximately 18months for full delivery Mental Health supported living and residential care workstreams in development 	£413,378 (-£86,622)

Adult Services Improvement Programme Priorities for 2019/20 – 'Doing What Matters'

For 2019/20 the Adult Services Improvement Programme will have an estimated savings target of £3,741,252.

This substantial challenge will be developed and monitored using the same approach successfully implemented for 2018/19. In addition, with the foundation of projects completed during the current financial year we will have a firm basis on which to build and answer the challenge faced.

Work will continue around the three **commissioning reviews** – the implementation of the new Domiciliary Care contracting arrangements and roll out of all elements of Mental Health, Learning Disability and Physical Disability service provision review alongside the wider residential and day services model implementation.

Prevention and demand management will continue to be front and centre of the improvement programme. The offer of alternatives to more traditional care routes will be supported by the Direct Payments strategy roll out and expansion of Local Area Co-ordination.

Alongside existing work in progress additional projects will join the current improvement programme; most significant of these additional savings proposals is the restructure of our current Care Management resource which will run alongside the existing corporate wide savings target aligned to staffing structures and the Business Support reviews.

Throughout 2018/19 a key focus has been embedding a 'Doing What Matters' framework into practice across all integrated teams. This work was born out of a requirement to not only translate the requirements of the Well Being Act into practice but to offer an approach to practically tackle the challenges of demand outstretching capacity which all social work and care management teams across the service have experienced in recent years.

The Practice Framework development, associated staff training and consultation, Communications and co-production strategies have provided the foundation on which the Care Management team restructure can be built upon.

In addition wider system changes including increased integration via the implementation of WCCIS in 2020, regional working with NPT being strengthened via such vehicles as the Western Bay restructure and Transformation funding all facilitate and will help with the implementation of a new working model.

Agenda Item 6



Report of the Cabinet Member for Care, Health and Ageing Well

Adult Services Scrutiny Performance Panel – 16th April 2019

Progress addressing WAO Recommendations relating to Strategic Commissioning of Accommodation Services for Adults with Learning Disabilities

Purpose	 To provide an overview of the WAO report and recommendations. To highlight actions taken by Adult Services to address recommendations.
Content	This report includes a summary of the context and methodology used to produce the WAO report and conclusions and a summary of how Swansea is performing against the recommendations.
Councillors are being asked to	Endorse the conclusion of the report
Lead Councillor(s)	Cabinet Member Mark Child
Lead Officer(s)	Deborah Reed (Interim Head of Service)
Report Author	Peter Field Principle Officer Adult Services Commissioning Peter.Field@swansea.gov.uk 07832 187128

1. Background

- 1.1 In May 2018 the Welsh Audit Office published a report on arrangements for commissioning accommodation services for people with learning disabilities. The findings published were based on:
- Analysis of performance indicator returns and budget data available online at the Office for National Statistics and Stats Wales and population projections produced by the Institute of Public Care for the Welsh Government.
- Local authority and housing association fieldwork during 2016-17 which involved discussions with staff and elected members at City of Cardiff County Council; Ceredigion County Council, Wrexham County Borough Council; Rhondda Cynon Taf County Borough Council; and Anglesey County Council
- Completion of a survey with senior managers with responsibilities within local authorities for learning disability services.
- 1.2 Swansea Council was not involved in sharing information with the Audit Office and did not contribute to producing the final report. None of the conclusions in the report are based on Swansea Council submissions or evidence of Swansea Council practice.

2. WAO Conclusions

2.1 The WAO concludes that local authorities are generally meeting the accommodation needs of adults with learning disabilities, but existing commissioning arrangements are unlikely to be fit for purpose. The report separates its conclusions into 3 main areas.

1.The approach to commissioning accommodation for people with learning disabilities is potentially unsustainable.

- The number of people with learning disabilities provided with accommodation by local authorities is growing and current authority provision is keeping step with demand. The changing profile of demand raises some challenges for authorities in the future.
- Expenditure on learning disabilities accommodation services have grown in recent years and authority investment has kept pace with demand. However, it is difficult to determine why there is a wide variation in authority spending.
- At an all Wales level provision is keeping step with projected growth but a third of authorities face major choices in how they address future accommodation demand.

• Current levels of expenditure on learning disabilities accommodation services is insufficient to keep pace with inflation and growing demand.

2. Local authorities generally do not have effective arrangements to commission accommodation services for people with learning disabilities.

- Not all local authorities have developed strategic commissioning options in line with Welsh Government guidance and the introduction of the Social Services and Well-being (Wales) Act 2014.
- Commissioning strategies are not always resulting in cost effective service options that meet the needs of people with learning disabilities
- Regional joint working between local authorities is steadily developing, but engagement with Health Boards is variable 32
- Resources to support planning and commissioning of services vary widely 34
- Local authority engagement is not always responding to the needs of people with learning disabilities and their carers 36

3. Ineffective evaluation of outcomes for learning disability services means local authorities are not always able to demonstrate the positive impact of their accommodation commissioning choices.

- Many local authorities have not set clear outcome measures to judge the impact of their commissioning activity.
- Variable oversight and scrutiny of performance hinders evaluation.

3. WAO Recommendations

3.1 The WAO report sets out 6 overarching recommendations to assist local authorities to address the areas highlighted in the report.

Recommendation 1.

People with a learning disability have a right to live independently. The last 50 years have seen significant changes in the provision of accommodation and support. Service provision has moved to a model that enables people to live in the community in ordinary houses throughout Wales. The WAO recommends;

 that local authorities continue to focus on preventing people becoming dependent on more expensive placements in care homes by providing effective support at home and range of step up accommodation by: improving the evaluation of prevention activity so local authorities understand what works well and why;

- utilising the mapping of prevention services under the Social Services and Well-being (Wales) Act 2014 that covers other agencies and service providers;
- Improving the signposting of additional help so carers and support networks can be more resilient and self-reliant. This should include encouraging carers to make long-term plans for care to maintain and protect their dependant's wellbeing; and
- sharing risk analysis and long term planning data with other local authorities, service providers, and partners to agree a shared understanding of the range of options.

Recommendation 2.

Population projections show that the number of people with a learning disability will increase in the future, and those aged over 65 and those with a moderate or severe learning disability will rise significantly. The WAO recommends;

• that local authorities improve their approach to planning services for people with learning disabilities by building on the Regional Partnership Boards population assessments for people with learning disabilities and agreeing future priorities.

Recommendation 3.

Welsh Government produced guidance to local authorities, entitled 'developing a commissioning strategy for people with a learning disability' to support authorities in producing strategic plans for the commissioning of learning disability services. In conjunction with codes of practice developed following the Social Services and Well-being (Wales) Act 2014, Welsh Government requires local authorities to develop integrated commissioning options with Local Health Board services. The aim is to provide a joined-up and cost-effective approach to the commissioning of services. The WAO recommends;

- that local authorities do more to integrate commissioning arrangements with partners and providers and take account of the work of the National Commissioning Board by:
 - understanding the barriers that exist in stopping or hindering further integration;
 - improving the quality of joint strategic plans for learning disability services;
 - establishing investment models and sustainable financial structures, joint workforce planning and multi-year budgeting;

- developing appropriate governance and data sharing frameworks with key local partners that include a clear process for managing risk and failure.

Recommendation 4

Local authorities' engagement with people with learning disabilities and their carers is variable. Whilst many authority services have positive relationships with advocacy groups, some are less successful in involving these groups and carers in evaluating the quality of services (The WAO recommends that:

- local authorities do more to involve people with learning disabilities and their carers in care planning and agreeing pathways to further independence by:
 - consistently including people with learning disabilities and their carers in the writing, monitoring and development of care plans;
 - systematically involving carers and advocacy groups in evaluating the quality of services;
 - involving people with learning disabilities in procurement processes; and
 - ensuring communications are written in accessible and appropriate language to improve the understanding and impact of guidance and information.

Recommendation 5

Local Authorities could do more to involve service providers in commissioning and make the tendering process more effective by making it easier to navigate and more outcome focused. However, providers are not as effectively engaged as they should be. The WAO recommends:

- that local authorities collaborate with providers, the third sector and suppliers in understanding challenges, sharing data, and pooling expertise by;
 - improving the quality range, and accessibility of tendering information;
 - working with providers to shape local markets by coming to a common understanding of the opportunities, risks, and future priorities in providing learning disabilities services.

Recommendation 6

Most local authorities do not have effective arrangements to monitor and evaluate their commissioning of learning disability services. The WAO recommends:

- that local authorities develop a more appropriate set of performance indicators and measures of success that make it easier to monitor and demonstrate the impact of service activity by;
 - co-designing measures, service and contract performance indicators with service providers, people with learning disabilities and their carers;
 - ensure commissioners have sufficient cost and qualitative information on the full range of placement and care options available;
 - equipping commissioners with data to demonstrate the long term financial benefits of commissioning choices, this includes having the right systems and technology;
 - integrating the outcomes and learning from reviews of care plans into performance measures;
 - evaluating and then learning from different types of interventions and placements; and
 - including learning disability services in local authority scrutiny reviews to challenge performance and identify improvements.

4. The Position in Swansea and Progress against Recommendations.

- 4.1 Swansea Social Services has well developed commissioning processes and a comprehensive local strategy which explains how the accommodation needs of people with a learning disability will be met.
- 4.2 Broadly speaking the areas of concern highlighted in the WAO report are already addressed via the existing commissioning strategy and supporting arrangements.
- 4.3 A commissioning Review of LD services commenced in January of this year. This is examining suitability of current arrangements across all service types, including accommodation based services.
- 4.4 In relation to the recommendations made. The following features of our existing arrangements are helpful to highlight:
- 4.5 **Rec 1**. Local authorities continue to focus on preventing people becoming dependent on more expensive placements in care homes by providing effective support at home.
- 4.6 This premise is the basis of Swansea's commissioning strategy for all adults including people with a learning disability. In recent years expensive and inappropriate residential care home placements have been de-commissioned in favour of tenancy based options which are less expensive for social services and promote more effective outcomes for service users.

- 4.7 **Rec 2**. The LD population will increase, particularly for those over 65. We recommend that local authorities improve their approach to planning services by building on the Regional Partnership Boards population assessments.
- 4.8 Our current demand analysis is based on the regional population assessment. This has highlighted gaps in our understanding of future demand and an action plan has been created to address these shortcomings (looking at alternative services as opposed to default) which is being progressed by the Learning Disabilities Commissioning Group.
- 4.9 **Rec 3**. We recommend that local authorities do more to integrate commissioning arrangements with partners and providers.
- 4.10 There are a number of existing arrangements which promote regional partner integration. This includes senior management governance and oversight of commissioned services (via the Adult Services Transformation Board and its various subgroups). Partners recognise there is room for improvement in this area and arrangements for pooling resources are being explored. A regional post is being created for this purpose. This will lead to development of more integrated arrangements for cost sharing, data analysis, longer term financial planning and development of more strategic commissioning options across all services including those which are accommodation based.
- 4.11 **Rec 4**. Local authorities' engagement with people with learning disabilities and their carers is variable. We recommend that local authorities do more to involve people with learning disabilities.
- 4.12 This is an area of our commissioning practice which in relation to LD services is particularly effective. Swansea commissions 2 external organisations to support us to engage LD service users and their families, and has a well-developed co-production approach which is implemented to ensure that people are engaged in the commissioning process. In relation to recommendation 4 the focus of our ongoing commissioning strategy is to ensure that commissioned Providers are able to successfully implement these practices on our behalf.
- 4.13 **Rec 5**. Local Authorities could do more to involve service providers in commissioning and do more to collaborate with Providers to understand challenges and risks.
- 4.14 The local authority is taking steps to improve in this area. Provider engagement events have been organised to help navigate procurement processes. Provider Forums and Co-production groups have been established. A risk management strategy group to manage potential service disruptions and threats to service continuity has been set up. Further work is underway to establish a fees and costs group to

minimise risk of service failure. A relational approach to contracting with emphasis on collaboration is being adopted where possible.

- 4.15 **Rec 6**. We recommend that local authorities develop a more appropriate set of performance indicators and measures of success that make it easier to monitor and demonstrate the impact of service activity.
- 4.16 This is an area where the authority acknowledges there is room for improvement. Current re-tendering arrangements address this by requiring Providers to develop performance monitoring arrangements and performance management data which commissioners can use to assess performance at service and strategic levels. A number of KPIs have been built into future contract requirements. Providers will need to demonstrate that services are achieving SSWBA duties relating to attainment of wellbeing outcomes.

5. Table of Progress Against WAO Recommendations

5.1 A more detailed table of recommendations and progress is set out at Appendix 1.

6. Conclusions

6.1 There are a number of areas in which the authority accepts that it is able to improve commissioning practice, the department is of the view that current commissioning arrangements, alongside the actions described are sufficient to address the recommendations highlighted in the report.

RECOMMENDATION	LEAD	COMMISSIONING ARRANGEMENTS IN SWANSEA	PROGRESS AND NEXT STEPS
R1 People with a learning disability have a right to live	Mark Campisi (PO	Swansea is clear in its intention to support people with a learning disability in options that give people rights and promote citizenship. This has seen a shift in	Progress
independently. The last 50 years have seen significant changes in the provision of accommodation and support. Service provision has moved to a model that enables people to live in the community in ordinary houses throughout Wales (paragraphs 1.3 to 1.10). We recommend that local authorities continue to focus on preventing people becoming	LD and MH Services)	expenditure from residential forms of care to tenancy based options. Our recent Commissioning Strategy re-confirms this intention and sets out plans to reduce reliance on expensive forms of residential care as well as setting clear intentions to re-modelling supported living to ensure a sustainable future model (As part of Western Bay, providers of care homes have been migrated on to the Contractual National Collaborative Commissioning Framework. This encourages competition and better management of placement costs) Our current model of supported living, while supporting people in ways that maximise citizenship, have not delivered progression and move on (step down) or community integration as well as we would have liked.	Re-tendering of supported living accommodation under the new framework commenced in January. Contract awards for 1 st tranche of services scheduled for May 2019. 2 nd Tranche August 2019 3 rd Tranche December 2019 4 th Tranche March 2020.
Delacements in care homes by Noroviding effective support at home and a range of step up accommodation by: improving the evaluation of prevention activity so local authorities understand what works well and why; utilising the mapping of prevention services under the Social Services and Well-being (Wales) Act 2014 that covers other agencies and service providers; improving the signposting of additional help so carers and support networks can be more		In particular the move from hospital to community care for many people with complex health conditions has highlighted issues of concern to social care. The involvement of Health services in the support to individuals with complex needs has not been as coordinated and seamless as we would have liked at times. Engagement by Health services in the care of disabled children and adults has often been disjointed and un-coordinated largely due to health service organisational change and resource reduction. This has often left social care services to manage and provide services which we believe are primarily health related. There are a large number of cases that LD and MH services are challenging Health over regarding their Primary health care status due to the complexity of their care needs and high levels of care required to support them in the community. The estimation is that there are around 45 individuals with care needs averaging £100,000 each per annum. This is a cost to social care of around £4.5 million annually. There is a targeted response to deal with this issue which is mirrored regionally and nationally.	 Progression issues have been addressed via revised contract specifications which require progression and community integration (an outcome measures will reflect this). Re-tendering arrangements have been co-produced – SUs and families co-producing tender evaluation questions and model answers. Development of co-produced outcome measures and the

resilient and self-reliant. This		implementation of a peer led
should include encouraging	To achieve improvements we are working collaboratively with providers on our	monitoring framework form part of
carers to make long-term plans	framework to re-model supported living to focus on delivering outcomes,	tender requirements.
for care to maintain and protect	progression, peer support networks and community integration, lessening the	
their dependant's wellbeing; and	reliance on formal, paid support.	Next Steps
sharing risk analysis and long		
term planning data with other	Provision of respite and day/work related opportunities remain strategically	A review of residential care
local authorities, service	important as services. These are key to enabling people to remain living at	commissioning arrangements will
providers, and partners to agree a	home with family carers, if this is what people want.	commence in May 2019. This
shared understanding of the		examine opportunities to de-
range of options.	We are in the process of building a peer led, outcome based monitoring	commission residential care
	framework to support an improved understanding of the impact of the services	options, where appropriate.
	we deliver and commission.	
		Swansea Commissioning Groups
P	Our Local Area Coordinators are effectively supporting people to find no cost,	will need to adapt so that
Page 23	low cost solutions in meeting their needs through strength based, community	performance management info
23	approaches that develops individual resilience and the impact of this approach	relating to outcomes and other
	is well understood.	KPIs can shape our understanding
		of what is working well and what
	Our current commissioning strategy maps all services, including prevention and	needs to change.
	early intervention services, to support a shift in focus away from formal services	
	towards peer led, community based and universal alternatives. Day services are	
	increasingly focused on becoming facilitators, rather than providers, supporting	
	people to maximise the opportunities available to them through universal	
	services.	
	We are co-producing activity within our commissioning strategy to address	
	improved access to universal services, accurate and improved perceptions of	
	people with a learning disability and support for carers to continue caring.	

P		We use our local information system to aggregate individual planning information to support an understanding of need; most strategically in planning future accommodation services, where we work closely with housing providers and support providers in developing a range of accommodation and support options for people with a learning disability. We need to understand better, when we are unable to meet people's needs to strategically inform the future range of services. Our commissioning strategy highlights this and it is being addressed. A commissioning review of all LD services and processes is underway. This will compare performance of services, and commissioning arrangements against this recommendation to explore opportunities for further improvements.	
Population projections show that the number of people with a learning disability will increase in the future, and those aged over 65 and those with a moderate or severe learning disability will rise significantly (paragraphs 1.3 to 1.10). We recommend that local authorities improve their approach to planning services for people with learning disabilities by building on the Regional Partnership Boards population assessments for people with	Mark Campisi (PO LD and MH Services Peter Field (PO Commissioni ng Adult Services)	Our local commissioning strategy was developed via local Co-Productive conversations but also drew heavily on the Western Bay population assessment and jointly agreed future priorities are captured within our strategy. The Commissioning Strategy Action Plan has been produced which addresses gaps in population information A model for standardising cost forecasting is being developed. This will consider the impact of population growth and the recommendations made relating to increased demand.	Progress An Action Plan has been produced which addresses gaps in population information. Predictions show us that we will see a small increase in the numbers of older people with a moderate or severe learning disability. Numbers are very low e.g. between 2015-2020 the growth is predicted to be 7 individuals. <u>Next Steps</u> Commissioning Review of LD services will identify further

learning disabilities and agreeing future priorities			opportunities to improve use of data for planning and commissioning purposes.
R3 Welsh Government produced guidance to local authorities, entitled 'developing a commissioning strategy for people with a learning disability' to support authorities in producing strategic plans for the commissioning of learning disability services. In conjunction with codes of practice developed following the Social Services and Well-being (Wales) Act 2014, Welsh Government requires local authorities to develop integrated commissioning options with Local Health Board services. The aim is to provide a joined-up and cost- effective approach to the commissioning of services but our review-highlighted weaknesses in current arrangements (paragraph 2.4 to 2.12). We recommend that local authorities do more to integrate commissioning arrangements with partners and providers and take account of the work of the National Commissioning Board by:	Mark Campisi (PO LD and MH Services Peter Field (PO Commissioni ng Adult Services)	Local and regional commissioning plans have been produced and these have been developed in partnership with ABMU HB. Shared procurement frameworks are being used where possible (CCAPS). Opportunities to use shared tools for assessing needs and agreeing division of costs are being explored at a regional level. Pooled fund opportunities are being considered. Regional Governance arrangements exist for overseeing shared commissioning responsibilities. NCB proposals will be considered as part of ongoing commissioning review work which will assess opportunities to achieve further improvements. Difficulties collaborating with health have been highlighted at 1 above.	ProgressCreation of a regional Pooled Fund Manager post to implement more integrated commissioning of services. This will involve developing arrangements for sharing costs via pooled budgets (supported by integrated budgeting; and developing appropriate governance and data sharing frameworks with key local partners and developing integrated commissioning strategies).2 yr post to be advertised shortly.Next StepsFurther actions to be agreed pending completion of LD commissioning reviews later in 2019.

understanding the barriers that exist in stopping or hindering further integration; improving the quality of joint strategic plans for learning			
disability services (see also paragraphs 3.11-3.14); establishing investment models and sustainable financial structures, joint workforce planning and multi-year budgeting; and developing appropriate governance and data sharing frameworks with key local partners that include a clear process for managing risk and dailure.			
R4 Local authorities' engagement with people with learning disabilities and their carers is variable. Whilst many authority services have positive relationships with advocacy groups, some are less successful in involving these groups and carers in evaluating the quality of services (paragraph 2.18 to 2.20). We recommend that local authorities do more to involve people with learning disabilities	Mark Campisi (PO LD and MH Services) Ffion Larsen (PO Professional Social Work Lead) Lisa Banks (Planning	We have recently developed a new Social Work Practice Framework in Swansea to ensure that we deliver the requirements of the Social Services and Wellbeing Act through individual assessment arrangements. This will help to ensure that people are engaged more positively; that understanding their needs is strength based and outcomes focused and that preventative options are considered. We have co-produced 'what a good assessment looks like' and are in the process of co-producing a handbook for people to prepare for their assessments and to understand what to expect. We wish to put people at the centre of their assessment and have voice and control in this process. We are building co-production into our contracts to support providers to work alongside people with a learning disability when producing care and support	Progress People with learning disabilities have involved and will continue to be involved in the re-procurement of LD supported living services. Conclude the development of the co-produced Peer led monitoring tool arrangements and develop contract management processes which enables Peer led monitoring information to inform

and agreeing pathways to further	Officer LD	plans. This also includes providers building Co-Productive monitoring and	commissioners awareness if what
independence by: consistently including people with learning disabilities and their carers in the	services)	evaluation processes to inform future service improvement.	is working well and what needs to change.
disabilities and their carers in the writing, monitoring and development of care plans; systematically involving carers and advocacy groups in evaluating the quality of services; involving people with learning disabilities in procurement processes; and ensuring communications are written in accessible and appropriate language to improve the understanding and impact of guidance and information.		 We commission Swansea People First to support people with a learning disability to engage, co-productively, in our commissioning activity and amongst other things, they are currently developing a peer led outcomes monitoring framework that to monitor how well local services are delivering the outcomes that matter to people in Swansea. We are developing our approach to involving people with a learning disability in procurement process. We have worked with Swansea People First to support the co-production of a new Supported Living Provider Framework, where people worked together to develop questions, model answers and evaluation criteria and also undertook an evaluation of potential providers. We are currently looking at how we can support people and their carers to be have a role when we re-commission supported living provision off this framework. We are working with legal and procurement colleagues to support the development of a legally compliant Co-Productive procurement process. We strive to provide easy read information as our recent communications on 	Service Users are being supported to use Direct Payment arrangements to purchase services directly (rather than receive commissioned Care Implementing the action in the Commissioning Strategy around communication and information to ensure that we communicate the right information at the right times in an easy read format. This will result in a written compact which explains the communication process, principles and standards that will apply to LD services).
		supported living re-modelling evidences but we have highlighted communication with people with learning disabilities and their carers, within our commissioning strategy, as an area for further improvement.	<u>Next Steps</u> Adapt local LD commissioning groups to ensure that future commissioning decisions are based on an understanding of SU outcomes information, peer led monitoring data and other newly introduced KPIs.

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R5 Local Authorities could do more to involve service providers in commissioning and make the tendering process more effective by making it easier to navigate and more outcome focused. However, providers are not as effectively engaged as they should be (paragraph 2.28 to 2.38). We recommend that local authorities collaborate with providers, the third sector and suppliers in understanding challenges, sharing data, and pooling expertise by: improving the quality range, and eaccessibility of tendering conformation; and working with providers to shape local markets by coming to a common understanding of the opportunities, risks, and future priorities in providing learning disabilities services.	Mark Campisi (PO LD and MH Services) Ffion Larsen (PO Professional Social Work Lead) Paul Bee (Contracts Officer LD and MH services)	We are currently going through a re-tendering process for supported living services for adults with a learning disability. We have developed a framework of providers to deliver supported living and domiciliary care services. This was done in conjunction with service users and the health board. New services have been commissioned via the framework, which has enabled a smoother tendering process. Shaping the re-tendering process has involved service users, their families, all commissioned LD providers whether on the new framework or not, and relevant social care professionals (including legal and procurement colleagues). Attempts have been made to engage with health but contribution from health colleagues has been limited. We have worked with Providers to implement Just Checking (assistive technology) systems to look at data to evaluate care needs and ensure an appropriate level of care capable of meeting required outcomes. We have worked with the providers to look at patterns and develop a regional approach to deliver appropriate night time services. Engagement with providers has shaped our decision to commission services on an area basis. This will lead to more efficient and more community based services. This model promotes staffing from within each the locality and services which can maximise connections and facilities within local communities. Providers have played an important part in helping to shape these decisions. All commissioned Providers are actively involved in developing local risk management and contingency plans to enable service continuity in the event of individual Provider Failure.	ProgressPractical support given to providers to work together throughout the supported living re-tender process which commenced early 2019.Actively engaged with providers who are not on the framework to manage market risks.Engaged with Service Users and Families to via commissioning and co-production groups to develop an outcomes focus.Next StepsTo assess opportunities for further improvement as part of completion of commissioning review of LD services during 2019.To work more collaboratively with Providers to develop an improved understanding of their costs structures and financial pressures (to inform fee setting, uplift arrangements, budget planning
		management and contingency plans to enable service continuity in the event of	structures and financial pressures

		All Providers are engaged in the commissioning review of learning disability services which is exploring opportunities risks and priorities. All Providers will be engaged in developing a range of options for meeting needs and securing future services. Where appropriate Providers will be offered support to participate in tender processes (via supplier engagement events or Sell 2 Wales).	
R6 Most local authorities do not have effective arrangements to monitor and evaluate their commissioning of learning disability services (paragraphs 3.3 to 3.15). We recommend that local authorities develop a more appropriate set of performance ndicators and measures of Success that make it easier to monitor and demonstrate the impact of service activity by: co- designing measures, service and contract performance indicators with service providers, people with learning disabilities and their carers; ensure commissioners have sufficient cost and qualitative information on the full range of placement and care options available; equipping commissioners with data to demonstrate the long term financial benefits of	Mark Campisi (PO LD / MH services) Paul Bee (Contracts Officer LD and MH services) Lisa Banks (Planning Officer LD Services)	The re-tender of supported living services will require providers to work co- productively with the service recipients and their families to develop monitoring processes and tools. This will result in performance indicators to cover all aspects of service performance. This will include quality outputs, service user outcomes and cost. We have co-produced a set of local outcomes for learning disability services and Swansea People First are building a set of measures to sit alongside the national outcomes and success measures. We have developed a more systematic approach to understanding cost information and quality information for contracted providers. KPI and outcomes requirements will continue to be be developed via the co- production process. This information will be used alongside other contract monitoring data to give a full picture of the services being delivered. These measures will be developed to monitor each of the geographical areas re- commissioned. Just Checking (assistive technology) will also continue to play a part in understanding the level of care and support required. Implementation of CCAPS arrangements (national commissioning framework for purchasing care home placements) will lead to enhanced performance monitoring and costs control.	Progress Created contractual expectation that Providers engage Service Users to co-design peer led monitoring arrangements and individual and service outcomes within the Supported Living re- tender process (Providers are must demonstrate how they will measure individual outcomes in a way that meets SSWAB requirements as part of their tender submissions). This required has now been added to the contract specification which form part of the new tender requirements. Introduced KPIs relating to response times and efficiency savings. Others to be added following discussion with Providers.

commissioning choices, this	Western Bay Right sizing programmes are helping to ensure that reviews of	Next Steps
includes having the right systems	packages of care are appropriate, able to deliver outcomes for service users and	
and technology;	offer value for money.	To conclude the work on the
integrating the outcomes and		outcome based measurement tool,
learning from reviews of care	Development of the Adult Services Practice Framework will help to ensure that	which is being developed with SUs
plans into performance	appropriate preventative options are explored before defaulting to traditional	with support from Swansea People
measures;	services, but where commissioned services are required assessment and care	First
evaluating and then learning from	plans are strengths based and focus on outcomes. This will enable	
different types of interventions	commissioners to ensure that Providers are focussed on delivering outcomes,	To develop processes for ensuring
and placements; and	and that Provider performance can be evaluated against these expectations.	outcomes information is captured
including learning disability		at care management review and is
services in local authority scrutiny	On-going commissioning review work is tasked with evaluating suitability of	shared by care managers with
reviews to challenge performance	existing arrangements and proposing alternative options for meeting needs.	commissioning officers and used to
and identify improvements.	This process will engage Providers and Service Users in shaping future	inform commissioning decisions.
	arrangements.	
Pa		To conclude commissioning review
Te contraction of the second sec		of LD services.
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ADULT SERVICES SCRUTINY PERFORMANCE PANEL WORK PROGRAMME 2018/19

Meeting Date	Items to be discussed
Meeting 1	Community Mental Health Team (Swansea Central)
Tuesday 19 June	Inspection Report and Improvement Plan
2018	
	Review of the year 2017/18
3.30pm	
Meeting 2	Presentation - Update on Local Area Coordination (LAC)
Tuesday 17 July	Alex Williams, Head of Adult Services plus a Local Area
2018	Coordinator
4.00pm	
Meeting 3	
Tuesday 21 August	Performance Monitoring
2018	
1.00mm	
1.00pm	Dre decision constitution on Outcomes of Decidentic Corre
Additional meeting Monday 17	Pre decision scrutiny on Outcomes of Residential Care and Day Services for Older People Consultation
	and Day Services for Older People Consultation
September 2018	
4.00pm	
4.00pm	
Meeting 4	Overview of Supporting People
Tuesday 25	Alex Williams, Head of Adult Services
September 2018	
	Overview of Western Bay Programme (to include
4.00pm	information on: Safeguarding, Intermediate Care,
	Procurement, Substance Misuse)
	Kelly Gillings, Programme Manager
Meeting 5	Update on how Council's policy commitments translate
Tuesday 23 October	to Adult Services
2018	Mark Child, Cabinet Member for Health & Wellbeing
3.30pm	Deprivation of Liberty Safeguards (DoLS)
Monting 6	Wales Audit Office Benerit on Strategie Commissioning
Meeting 6	Wales Audit Office Report on Strategic Commissioning of Accommodation Services for People with Learning
Tuesday 20 November 2018	Disabilities
3.30pm	Performance Monitoring
	Briefing on Annual Review of Charges (Social Services)
	2018-19
	Dave Howes, Director of Social Services

Meeting 7	Update on Social Work Practice Framework
Tuesday 11	(presentation)
December 2018	Deb Reed, Interim Head of Adult Services
	(Social Care Wales also attending to discuss training they
4.00pm	are delivering in relation to this)
	, , , ,
Meeting 8	CANCELLED
Tuesday 15 January	
2019	
2013	
2 20nm	
3.30pm	Droft hudget proposale for Adult Services
Additional meeting	Draft budget proposals for Adult Services
11 February 2019	
11.00am	
Meeting 9	Performance Monitoring
Tuesday 19 February	Deborah Reed, Interim Head of Adult Services
2019	
	Update on how Council's policy commitments translate
3.30pm	to Adult Services
	Mark Child, Cabinet Member for Care, Health and Ageing
	Well
	VVCII
	Adult Services Complaints Annual Report 2017-18
	Julie Nicholas-Humphreys,Corporate Complaints Manager
	Sulle Micholas-Humphreys, Corporate Complaints Manager
Monting 10	Update on Commissioning Review - Domiciliary Care
Meeting 10	• • •
Tuesday 19 March	and Procurement
2019	
	Safeguarding Arrangements update
3.30pm	
	Briefing on Safeguarding – Modern Slavery / Human
	Trafficking (is there a problem in Swansea? What is
	happening to prevent it?) (Referred from SPC)
	(Welsh Government Anti-Slavery Co-ordinator invited to
	attend)
	CIW Inspection Report Swansea Council Domiciliary
	Support Services
Additional Meeting	Presentation and Q&A Session with Chairman and Chief
Tuesday 26 March	Executive of ABMU
2019	
2019	
10.20 am	
10.30am	
Meeting 11	Update on Adult Services Improvement Plan
Tuesday 16 April	Deborah Reed, Interim Head of Adult Services
2019	
	WAO report on Commissioning of Accommodation
3.30pm	Services for People with Learning Disabilities - Follow
5.50pm	Services for People with Learning Disabilities - Follow

	up on recommendations Deborah Reed, Interim Head of Adult Services

2019/20	
Meeting 1	Performance Monitoring
Thursday 20 June 2019	Deborah Reed, Interim Head of Adult Services
4pm	Wales Audit Office report on Housing Adaptions Andrea Lewis, Cabinet Member for Homes and Energy
	Review of the year 2018/19 and draft Work Programme 2019/20

Future Work Programme items:

- Review of budget savings (October 2019)
- Update on Western Bay arrangements following the review (early in next municipal year date to be agreed)
- Procurement Practice and Assurance in Social Care (Peter Fields) (date to be arranged)
- Outcomes of Re-Procurement Process Domiciliary Care and Respite at Home (date to be agreed)
- Workforce Development Plan (date to be agreed)
- Review of Community Alarms pre decision scrutiny (date to be arranged)
- Issues around Continuing Health Care ABMU to be invited to attend (date to be arranged later in the year)
- Wales Audit Office reports (dates to be confirmed) -
 - First Point of Contact Assessments under the Social Services and Wellbeing (Wales) Act 2014 (Joint Adult Services and CFS)
 - Tackling Violence against Women, Domestic (includes fieldwork in Swansea amongst others)
 - Integrated Care Fund (Joint Adult Services and CFS)



a Item 8

The Guildhall, Swansea, SA1 4PE www.swansea.gov.uk

Cllr Peter Black Convener, Adult Services Scrutiny Panel

BY EMAIL

Please ask for: Councillor Mark Child Direct Line: 01792 63 7441 cllr.mark.child@swansea.gov.uk E-Mail: Our Ref: MC/HS ref Your Ref: Date: 3 April 2019

Dear Cllr Black

Adult Services Scrutiny Performance Panel – 19.2.19

With reference to your letter dated 5 March 2019 please find response below.

Timeliness of response to safeguarding issues – The Panel is very concerned with these figures as they have drastically reduced. The Panel wish to be informed about the reason for this.

Whilst we saw a dip in the % of Safeguarding enquiries threshold within 7 days during November and December 2018, this figure has now seen an upward trajectory to 82% in January 2019. This 'dip' was mainly due to staff shortages, a culmination of vacancies, sickness and annual leave.

As a priority the Head of Adult Services will be carrying out a Service Area restructure which will include placing a Senior Practitioner at the Common Access Point to threshold all Safeguarding enquiries as they come into the Department.

Yours faithfully

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Councillor Mark Child CABINET MEMBER FOR CARE, HEALTH & AGEING WELL

