



Report of the Cabinet Member for Health and Wellbeing

Cabinet - 14 December 2017

Adult Services Review of Commissioning Strategies for Learning Disabilities, Physical Disabilities and Mental Health

Purpose:	The report provides an overview of progress to date with the Adult Services Commissioning Reviews in relation to accommodation and housing related provision and day services for people with learning disabilities, physical disabilities and mental ill-health, with a view to seeking agreement of those Strategies.
Policy Framework:	Social Services and Well-Being (Wales) Act 2014
Consultation:	The draft Commissioning Strategies will be consulted upon as part of the wider budget consultation.
Recommendation(s):	It is recommended that: 1) Cabinet considers the Strategies with a view to proceeding to consultation via the budget consultation process.
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1. Background

- 1.1 Four Commissioning Reviews have been undertaken within Adult Services in relation to the following:
- Domiciliary Care
 - Residential Care for Older People
 - Day Services for Older People
 - Accommodation and housing related provision and day services for people with a physical disability, learning disability and mental health concern.
- 1.2 A report was provided to the Budget Performance Steering Group on the 31st May 2016 detailing how the fourth review was proving extremely challenging as it involved a plethora of both internal and external services across the whole continuum of care for each client group from prevention to managed care. The other reviews, whilst large in scale, had been quite straight forward as they dealt with discreet services for discreet client groups and were essentially reviews of services that we knew would need to continue in some form. For the fourth review, the possibility of completely remodelled service delivery was a potentially realistic option.
- 1.3 A more strategic approach was required to first establish the outcomes that needed to be met through the continuum of care for each client group. There could then be a more informed consideration of how best commissioned services can meet those outcomes. The Social Services and Wellbeing (Wales) Act requires that these intended outcomes must be developed in a truly co-productive way involving service users, carers and partners.
- 1.4 Therefore, following discussions with the Chief Social Services Officer and the Director of People, it was proposed and agreed at Budget Performance Steering Group that this review was undertaken with a focus on outcomes and following a process as set out below. It was anticipated that there would be beneficial learning for the next stage of commissioning reviews in other areas of Council business.
- 1.5 Adult Services firstly needed to develop strategic and co-productive commissioning strategies for each client group (learning disabilities, physical disabilities and mental health) which incorporated the new vision for Adult Social Care for this client group and would also contain the following:
- A wellbeing assessment (to align with the Population Wellbeing Assessment being undertaken for the Social Services and Wellbeing (Wales) Act to be completed by 2017)
 - Key issues to be addressed
 - A co-produced set of outcomes to be delivered
 - An assessment of current services/responses that currently deliver against those outcomes including; cost, workforce, capacity, usage,

performance, quality, commissioning arrangements (this would essentially be what the normal Gateway 1 report would contain)

- Outcome measures
- An assessment of what needs to change to deliver the Act and which can be sustainably delivered.

1.6 Both governance arrangements and contract management systems needed to be built into the strategies to enable dynamic and responsive commissioning decisions.

2 Progress on the Review

2.1 In line with **Stage 1** of the Corporate Commissioning Review process initial stakeholder workshops were held in January 2016 to agree the scope for the reviews and define the outcomes. The agreed scope and analysis of all responses received at these workshops were used to inform the development of the strategies. In addition specific coproduction and engagement exercises have been undertaken which strengthen the accuracy and quality of the conclusions reached within the strategies that cover all aspects of people's lives. These responses have provided a strong platform by which to review services against. To illustrate the depth of engagement, the following was undertaken during the production of the learning disability strategy:

- November 2015 – Event to explore the sustainability of supported living including citizens, carers and professionals
- January 2016 – Stakeholder engagement
- September 2016 –Developed questionnaire with citizens (160 people involved) to explore how current provision is meeting the outcomes
- November 2016 – Analysed questionnaire results with citizens – resulted in a prioritisation of two key areas that were most important to them
- January 2017 –Developed with citizens a quality mark outlining common understanding of what 'good' would look like if services were to deliver in a way that met those outcomes.
- February 2017 – Citizens involved in the development and decision making of the Supported Living tender procurement exercise. The method statement and evaluation criteria were co-produced. The new specification sets out the intention for the development of new models of supported living and the expectation that providers on the framework will be expected to work towards new models.
- Strategy Action Plan developed with citizens, including timescales.
- Monthly co-production meetings established to work through the actions.

2.2 This level of co-production has allowed us to specifically address the comments raised by the Wales Audit Office in their governance review, in which they recommended that the Authority needed to strengthen its

approach to citizen engagement as part of its corporate Commissioning Review process.

- 2.3 Population Assessments have been completed across the three areas as part of the Social Services and Wellbeing (Wales) Act Population Assessment and the strategies were linked into the timescales for this work.
- 2.4 With regards to governance, new strategic commissioning arrangements have been developed co-productively across the three areas. This has entailed working with citizens, carers and partners, including Western Bay and ABMU to develop governance structures, terms of reference and genuinely co-productive arrangements. These are at an early stage of development and the groups are still embedding themselves. However they have been involved in the development of the strategies and have endorsed the final drafts.
- 2.5 Each Commissioning Strategy has been designed within the context of the Future Generations Act and the Social Services and Wellbeing (Wales) Act and corporate priorities, including Sustainable Swansea.
- 2.6 With regards to **Stages 2 (Service Assessment) and 3 (Benchmarking and Comparison)** of the Corporate Commissioning process much of the work associated with service assessment has been undertaken including the scrutiny of internal services relation to outcomes, cost, performance, staffing and buildings. The majority of mental health supported housing is commissioned via the Supporting People Programme and as such there is detailed information in place which validates the cost and quality of services. In addition the Supporting People Regional Collaborative Committee has provided opportunities for regional benchmarking to be undertaken. However there is further work to be completed in all three areas to reach robust conclusions within Stage 3.
- 2.7 There has been considerable activity and input by Finance and the Commercial team to unpick arrangements around the commissioning of supported living to understand the costs and performance and there is detailed understanding with regards to sustainability of existing service models. This has been a very complicated piece of work and has been driven, not by the review, but by concerns around financial viability, safeguarding and potential provider failure of a key provider. This work will however inform the review and the Supported Living Framework, alongside the commissioning strategy in Learning Disability and will provide a way forward to completely remodel the approach to supported living in Swansea including improved delivery of outcomes at an improved cost.
- 2.8 An Integrated Care Fund bid was approved to support some of the work around progression and managing cost in services, but with a particular focus on the use of assistive technology in supported living environments. A specific piece of work has focused on night time support

with a view to utilising technology to better understand night time support needs to enable more targeted support. This has resulted in detailed evidence which suggests night time support can be commissioned in a different way.

- 2.9 With regards to the development of a Strategic Commissioning Group for Learning Disability a workshop was held in January with commissioning colleagues across the directorate to test the feasibility of taking a People Directorate approach to commissioning for this population group. The suggestion was positively received and the beginnings of strategic commissioning arrangements are now in place with a clearly defined optimum model, terms of reference and work plan.
- 2.10 To conclude, three separate Commissioning Strategies for Learning Disability, Physical Disability and Mental Health have now been produced, have been signed off through the described Commissioning Groups and are ready for consideration by Cabinet.
- 2.11 Cabinet is therefore asked to consider the strategies. Advice has been sought as to whether the strategies need to be publicly consulted upon, as in themselves they do not lead to any specific service changes. Any proposed service changes will emerge as Stage 4 of the corporate Commissioning Review process through the options appraisal, and the outcome of this would need to be consulted upon. It has therefore been concluded that consultation on the Strategies themselves will form part of the wider budget consultation process.
- 2.12 The Strategies would then be amended as required in line with the feedback received during the budget consultation, and final versions brought to Cabinet for agreement.
- 2.13 The formal Commissioning Review process would then progress to review services against the Commissioning Strategies and proposed options brought forward as part of **Stage 4** of the process and a Gateway 2 report produced for consideration. As there are numerous service models to be reviewed, practical application will require a staggered Gateway 2 process commencing with Supported Living for all three areas. See appendix 4 for further detail.

3 Financial Implications

- 3.1 Early efficiencies have been identified within Learning Disability Supported Living services as a result of the night time commissioning review which will be delivered in February 2018. There are no additional financial implications at this point. There are clear timescales for the completion of Stage 4 of the Commissioning Reviews which are attached in Appendix 4. Further financial implications in will be outlined within the Gateway 2 reports when the commissioning options will be defined.

4 Legal implications

- 4.1 The Commissioning Strategies may be subject to some change, following any feedback received through the budget consultation.

5 Equality and Engagement Implications

- 5.1 Adopting the Commissioning Strategies will allow us to effectively review our services to meet the population needs and desired outcomes of people with learning disabilities, physical disabilities and mental health concerns. Equality Impact Assessments have been opened for all three strategies and will be progressed during the review process. The development of the strategies have been co-produced with citizens so there is already a strong engagement and impact assessment built in to the process.

7 Appendices

- Appendix 1: Mental Health Commissioning Strategy and Action Plan
- Appendix 2: Learning Disability Commissioning Strategy and Action Plan
- Appendix 3: Physical Disability Commissioning Strategy and Action Pan
- Appendix 4: Commissioning Review project timeline
- Appendix 5: Statement by Chair of Safeguarding PDDC

8 Background Papers

- None