



Report of the Cabinet Member for Health & Wellbeing

Cabinet – 19 April 2018

Adult Services Review of Commissioning Strategies for Adults with a Learning Disability, Physical Disability and Sensory Impairment 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 adults with a learning disability, physical disability and sensory impairment, and mental ill-health, with a view to seeking agreement of those Strategies.
Policy Framework:	Adult Services Model
Consultation:	The draft Commissioning Strategies have been consulted upon as part of the wider budget consultation. Further consultation will need to take place as required, as service changes emerge following the subsequent reviews. Legal, Finance, Access to Services.
Recommendation(s):	It is recommended that: 1) Cabinet considers the following final 3 Strategies for approval: <ul style="list-style-type: none">• Mental Health Commissioning Strategy• Adult Learning Disability Services Commissioning Strategy• Physical Disability and Sensory Impairment Commissioning Strategy
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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 adults with a physical disability and sensory impairment, 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 sensory impairment, 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 undertaken for the Social Services and Wellbeing (Wales) Act completed in 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 services which comply with the provisions of the Social Services and Well Being Act 2014 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 (214 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 ABMUHB 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 Review process much of the work associated with service assessment has been undertaken including the scrutiny of internal services in 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 work will 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 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.
- 2.9 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 of final sign off by Cabinet following responses received through the budget consultation process.

3 Consultation process and responses

- 3.1 The Draft Commissioning Strategies and the action plans were co-produced with people who access services and their carers; meaning they have informed and shaped the development of the strategies.
- 3.2 At this stage, the action plans set out a range of activity to deliver the vision and outcomes set out within the strategies. Specific proposals for change will emerge from further, more detailed work, which is set out in the range of actions to take forward. As such, we were interested in what people thought about the vision and outcomes set out within the strategies.
- 3.3 The Consultation on the Draft Commissioning Strategies formed part of the Council's online budget consultation, which closed on the 2nd February 2018. Following representation from citizen groups who wanted more time to respond, an extended consultation period ending the 9th February was agreed. The strategies were also set up on a separate Social Services webpage for easier access.
- 3.4 Swansea People First (a group that supports people with a learning disability to have a voice) translated the budget consultation into easy read and held two workshops to support people to complete the questionnaire. A council officer attended these workshops to aid understanding and give clarification.
- 3.5 Swansea Council for Voluntary Service also supported representation from citizens to request accessible versions of the consultation documentation and engaged with council officers to arrange this.
- 3.6 There was targeted distribution to Mental Health service providers to promote the opportunity to comment on the draft strategies with a request to providers to support any individuals wanting to take up the opportunity.
- 3.7 A total of 158 online responses to Question 9 were received; "*If you have any comments on the strategies or you think there is anything we have missed*". The responses were analysed and have been grouped into themes to take into consideration. The themes are summarised as follows with an associated response to the issues where required.
- 3.8 The responses noted that the draft strategies lacked detail and specifically on what early intervention and prevention looked like for each group. Some wanted assurance that strategies would be joined up with health. Some people were concerned regarding resource used to develop strategies at the expense of directly providing services and were sceptical about their impact.

- 3.9 The Council has legal responsibilities to undertake and resource commissioning activities such as population needs assessments and to work co-productively with a range of citizens to gather their insight to inform commissioning. The concerns raised will be addressed through further work undertaken to coproduce a range of detailed options to deliver the strategies which will be subject to further public consultation. ABMUHB will be part of our strategic commissioning arrangements.
- 3.10 There were a few specific comments via the online consultation relating to the specific client groups.
- 3.11 For Mental Health there was a call for more investment in services for young people receiving support, including those with additional learning needs (ALN), and Autistic Spectrum Disorders to support them when they become adults and where applicable require support from Adult Services. Dementia should be a bigger priority. Again addressing of this will form part of the implementation plan and the Council is working to develop specific strategies for Autism and Dementia.
- 3.12 For the Learning Disability and Physical Disability Strategies, there were a range of comments on the need for a more considered approach to public consultation via a range of formats and easy read versions to aid understanding and accessibility. These issues are and will continue to be addressed as the coproduction work continues. There were also comments about the need to improve transition planning to adult services.
- 3.13 Some comments were specific to models of care and support. For There was some concern about the use of telecare replacing human contact for older people and a need to monitor any introduction carefully. For Direct payments, there was a concern that money was being used as it should not e.g. that is was paying relatives to care and was perceived as fraudulent. However, legally a Direct Payment can be used to employ a relative to deliver assessed care and support needs subject to the required checks and monitoring by the Council.
- 3.14 Some felt there should be more focus preparing people with specific support needs for work readiness in order to increase income. This was in conjunction with concerns about welfare reform and the impact of decisions.
- 3.15 There was a call for increased availability for flexible accommodation for vulnerable people.
- 3.16 There was support for more funding to be prioritised to meet need and improve services for vulnerable individuals along with concerns that any cuts would have an impact on these groups including Hospital discharge. Where there was any support for reducing funding, it was in the context of little choice and acknowledgement that the Council was asking for input.

- 3.17 There were a number of comments related to how the Council funds delivery of services. There was support for internally provided social care services with the perception of reliability and good quality. There were concerns about contracting with a limited number of profit making private providers who some perceived as delivering less reliably with lower quality of service and public funds going to profit. There was the perception that the Council and voluntary sector should be as competitively priced as private providers as no profit is taken out and this should be strived for and monitored. Some wanted transparent assurance that efficiency and value for money within council services was in place. There was a suggestion of introducing a multi skilled workforce to avoid duplication limiting the number of staff a person deals with in Social Services. Some commented at the lack of speed of undertaking the improvement work and the cost of the process.
- 3.18 In response, a significant amount of work is happening on the procurement aspect of the commissioning cycle e.g. the Supported Living framework for Learning Disability and Physical Disability now in place has already widened the range of providers. For Residential and Nursing Care the CCAPS national framework will have a similar effect. The commissioning review service assessment currently underway will feed into the option appraisal of how service will look and will be delivered going forward and this includes benchmarking internal and external service delivery costs. An internal quality assurance framework has also been introduced to monitor the quality and effectiveness of Council run services.
- 3.19 There were some comments on the Adult Social Services Model and assessments. There was concern that shifting resources away from Tier 4 toward Tier 1 is creating inequality and that the equality impact assessments should be published to contextualise this plan. There were comments on the current perceived limited access to service, unless in crisis, which was felt was against the principles of the new Act i.e. early intervention and prevention. There was comment that access to services should be needs led. There was a comment that there was too much reliance on family in care plans and there should be more involvement in developing care plans from primary health Services e.g. GPs as they know people best.
- 3.20 There were a number of comments raised surrounding the proposed charges for day services, but these have been considered as part of the decision-making surrounding the Social Services Charging Policy.
- 3.21 There were a range of comments on how the Council works together with stakeholders. There was an expectation that the general public and those who will use the services will be involved in coproducing changes and outcomes will be better for it. There was a desire to understand the financial constraints to do this. Improvement in working with Health around planning and integrated delivery is needed but there is concern that too many partnership structures are distracting resources from service delivery. There needs to be more cross Council working to achieve Social Service responsibilities, with Housing having a more

integrated role in meeting social care needs. There also need to be more work with neighbouring Local Authorities.

- 3.22 There were some comments on how welfare reform and poverty and homelessness were issues not covered in strategies in detail but affected these groups. Some noted homeless people in general were not included as a group or other vulnerable people. By way of response, cross Directorate working does exist in these areas and a specific example is the development of the new Homelessness Strategy in which the needs with physical disabilities and mental ill-health will be considered.
- 3.23 As well as the formal consultation, a dedicated session was held with the Safeguarding PDDC to brief them on the Strategies and seek their views.
- 3.24 All of the feedback received has been hugely valuable and has led to some changes to the original Strategy documents and action plans. Feedback will be used to inform the options developed as the next phase of the review.

4 Final Strategies following the Consultation and the way forward

- 4.1 The final strategies informed by the consultation responses are now ready for consideration of final sign off by Cabinet. They are appended to this report as Appendices 1 to 3.
- 4.2 Subject to final agreement of the Strategies at Cabinet, 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.

5 Financial Implications

- 5.1 Early efficiencies have been identified within Learning Disability Supported Living services as a result of a review of night time provision which is currently being implemented. 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 will be outlined within the Gateway 2 reports when the commissioning options will be defined.

6 Legal implications

- 6.1 The Commissioning Strategies have been consulted upon as part of the budget consultation process. Further consultation will need to take place as service changes emerge following the service review process.

- 6.2 Any service proposals will need to comply with the provisions of the Social Services and Wellbeing (Wales) Act and Wellbeing and Future Generations Act.

7 Equality and Engagement Implications

- 7.1 Adopting the Commissioning Strategies will allow us to effectively review our commissioning of services to meet the population needs and desired outcomes of adults with learning disabilities, physical disabilities and sensory impairment, and mental health concerns.

- 7.2 Further co-productive development with citizens on the priority areas for action contained in the strategies will enable the Council to make improvements in commissioning and service delivery to support citizens achieve their outcomes.

- 7.3 Equality Impact Assessments (EIAs) have been completed for all three strategies. As each strategy action is progressed, new EIAs will be opened as required on individual actions and reviews. The development of the strategies have been co-produced with citizens so there is already a strong element of voice and control built into the process.

- 7.4 The Learning Disability Commissioning Strategy EIA found that there would be positive impacts for people with a learning disability, including younger people with a learning disability. This is because the Strategy is based upon a comprehensive population needs assessment and co-productive arrangements that put the people with learning disabilities and their carers at the centre of the Strategy development and ongoing work coming out of the Strategy. The EIA identified no negative impacts for any of the protected groups, but did identify a need for further investigation for race and carers. We need to report on carers' own needs as set out in the Social Services and Wellbeing (Wales) Act and we need to have a better understanding of the needs of people from the BME and Welsh Language community. We have built actions into the EIA to explore this further.

- 7.5 The Physical Disability and Sensory Impairment Strategy EIA found that there would be positive impacts for people with disability as they have been involved in the development of the Strategy and will continue to be involved in the delivery of the Strategy through co-productive arrangements. The EIA identified no negative impacts, but it did identify a need for further investigation for race and carers. We will address these as 7.4 above.

- 7.6 The Mental Health Commissioning Strategy EIA found no negative impacts or areas for further investigation. A cross section of people with mental health issues were engaged and will continue to be engaged co-productively to ensure people are kept at the heart of the process. The EIA did identify a need to do further work with carers, people from the BME and LGBT communities to ensure they are fully engaged.

- 7.7 The full EIAs are available at Appendix 5 to this report.

Background Papers: None.

Appendices

- Appendix 1: Mental Health Commissioning Strategy
- Appendix 2: Draft Commissioning Strategy Adult Learning Disability Services
- Appendix 2b: Draft Learning Disability Commissioning Strategy Action Plan 2017/2020
- Appendix 3a: Draft Physical Disability and Sensory Loss / Impairment Commissioning Strategy
- Appendix 3b: Draft Physical Disability and Sensory Loss / Impairment Commissioning Strategy Action Plan 2017/2020
- Appendix 4: Learning Disability, Mental Health and Physical Disability Commissioning Review Timeline – Gateway Two Timeline
- Appendix 5: Equality Impact Assessment Reports