



Report of the Cabinet Member for Care Services
Adult Services Scrutiny Performance Panel – 2nd May 2023
Commissioning Review update report

Purpose	<ul style="list-style-type: none"> To provide an Adult Services Commissioning Review update.
Content	This report includes a summary of the previous Adult Services Commissioning Reviews our current commissioning priorities and how these are aligned to the Adult Services 2023/24 Transformation and improvement programme.
Councillors are being asked to	<ul style="list-style-type: none"> Consider the report as part of their scrutiny function. Make recommendations to Cabinet Member for Care Services.
Lead Councillor(s)	Cabinet Member for Care Services
Lead Officer(s)	Head of Adult Services & Tackling Poverty Head of Integrated Services
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Legal Officer	Carolyn Isaac / Lucy Moore
Finance Officer	Chris Davies
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1. Background

1.1 Several commissioning reviews were implemented in Adult Services over the past five years. These included reviews on the Social Services Catering Service, Domiciliary Care, Residential Care, Younger Adult Services including Day Services and Temporary Accommodation.

1.2 The covid pandemic required Adult Services to respond to the pandemic and now in post-pandemic recovery, we have prioritised our commissioning, improvement, and transformation activity to meet the current demand and future needs of our population.

1.3 This report summarises the outcomes of the Commissioning Reviews, highlights our current commissioning priorities and how these are aligned to the Adult Services 2023/24 Transformation and improvement programme.

2. Commissioning Reviews

2.1 Social Services Catering Service

2.1.1 A review was undertaken by the catering unit to investigate the catering services provided by social services in the Older People homes across Swansea.

The aim was to provide and maintain a modern, innovative service that offers independence and choice in provision. Whilst retaining the requirements of an affordable, healthy and balanced diet, meeting the needs of consumers in care and support environments.

It was found that savings could be made through the implementation of a revised service in consultation with the Catering Unit.

2.1.2 Outcomes included:

- Reduction in number of staff on shift per day
- Reduction in non-efficient staff hours
- Flexible hours built in for anomalies and unforeseen circumstances
- Overall reduction in core hours
- Overall reduction in food costs
- Overall reduction in annual staff cost
- Universal menu structure
- Comprehensive collection of costed menu items
- Recipe cards
- Portion control measures
- Nutritional analysis of meals
- Meal pre-ordering system
- Reduced and streamlined breakfast structure
- Easy-to-serve evening meal structure

2.1.3 This work was concluded in December 2019.

2.2 Domiciliary Care including Respite at Home

2.2.1 A review was undertaken to coproduce and retender external provision of Older People and Younger Adults Physical Disability for non-complex domiciliary and respite care.

The aim was to promote our vision for health, care and wellbeing in the future whilst meeting the requirements of the Social Services Wellbeing Act, Ethical Care Charter considerations, our Corporate Values and to enable more effective use of resources and greater control over expenditure.

2.2.2 Outcomes included:

- Specification completed, tender documentation and evaluation panel arrangements.
- Procurement process completed; out for tender and evaluation. Tender evaluation approval report completed for approval.
- Contract award report provided to Cabinet and approved.
- Contract award process – new arrangements in place 1st October 2019. New and existing POC for respite transferred. New POC for Domiciliary care transferred. Transition period for existing Domiciliary care where required ran over 6 months.
- End of project review including lessons learnt documentation.
- Transition planning developed and implemented with service leads.

2.2.3 Latest position:

- Domiciliary framework refresh planned during 23/24.
- Exploration of new commissioning models to increase capacity and develop more resilient services underway.
- Regional position is being considered to ensure compatibility / prevent destabilisation in the sector.
- A similar procurement framework is in development for Younger Adults domiciliary care services.
- Service specifications, lotting and pricing strategies are being finalised.

2.3 Residential Care

2.3.1 A review was undertaken to implement a new Residential services model. This resulted in the refocus of the Council's in-house residential care service to focus on complex needs, residential reablement and respite. Commissioning of all standard residential care for non-complex needs and nursing care is now from the independent sector.

2.3.2 Outcomes included:

- Following public consultation and Cabinet decision to close Parkway Residential home. All remaining residents were supported into alternative accommodation.
- Parkway fully vacated Dec 2019 – temporarily used for residents of private care home following incident in private care home from Dec 2019 to February 2020.
- Parkway then used temporarily during the Covid pandemic.
- Vacated for residential use by January 2021, but continued to be used for standby and staff training until October 2022. Parkway has subsequently been sold.
- Internal care homes responded flexibly during the pandemic and now in recovery, responding to the pressures across the Health and Social Care system.
- Internal beds continued to be used for planned respite and long-term placements for dementia / complex care.

2.3.2 Latest position:

- There has been an increased demand for reablement capacity and the number of beds in Bonymaen has increased to 24.
- The use of internal beds to support hospital avoidance and hospital discharge through Step-up from the Community and Step-down from hospital has increased, aligned to the 'Home First' model and providing care where there is limited capacity in the Dom Care sector.

- Internal beds use focused on reablement, planned respite, short-term emergency placements – step-up from the community or step-down from hospital and long-term complex care.
- The implementation of our Internal Residential Care model of delivery will continue to be progressed and outcomes monitored.

2.4 Younger Adults Day Services and other Day Opportunities

2.4.1 A review is underway to assess suitability of service models to younger adults. Work to date has highlighted opportunities to remodel day provision to achieve improvements in the following ways:

- Providing improved strength based, outcome focused service delivery.
- Providing more opportunities which enable people to make a positive contribution to communities including paid employment.
- Facilitating greater community access and maximising use of community assets.
- Providing Access to services at weekend and evenings.

2.4.2 Options for achieving these objectives are being developed. These will result in confirmation of arrangements for remodelling and re-procuring services during 23/24.

3. Commissioning activity to achieve strategic priorities

3.1 Temporary Supported Accommodation for single homeless people (over 18's)

The review involves the Adult Services Commissioning Team, Housing Options and Procurement Team colleagues along with current providers, stakeholders and people with homeless experience. The coproduced purpose of the review is “Find me the right home, with the right support, at the right time”. It aims to ensure people experiencing homelessness have access to the right accommodation, with the right level of support, as well as improving the options available. It aims to help to achieve better outcomes for people experiencing homelessness.

3.1.1 Outcomes to date include:

- The development of an improved Temporary Accommodation Pathway for homeless people.
- The introduction of a single point of access for temporary support accommodation.
- The replacement of numerous referral forms with a single referral form.
- Published Housing Support Programme Strategy 2022 – 2026.

3.1.2 Latest Position

- Co-produced design of service specifications for a new procurement framework.
- Creation of procurement lots for new models of service.
- Hosting of supplier engagement events to encourage tender submissions and attract new entrants to market.
- Development of co-produced method statement questions and procurement process.
- Advertising of tender via Sell to Wales to occur shortly.

3.2 Younger Adults Supported Living

3.2.1 A review was undertaken to assess the suitability of existing services. This resulted in the recommissioning of services for people with learning difficulties and / or physical disabilities. These services were grouped geographically to achieve efficiencies and redesigned services placed greater emphasis on strengths based and outcomes focused practices.

3.2.2 Outcomes to date include:

- Creation of 16 geographical zones leading to more efficient and more effective services.
- Enhanced community integration and better outcomes for individuals.
- Redistribution of market share to enable more equitable distribution of services.
- Improved service resilience, greater market stability and reduce risk of service failure.

3.2.3 Latest Position

- Learning Disability framework refresh planned during 23/24.
- Similar procurement frameworks are in development for Mental Health Supported Living Services.
- Service specifications, lotting and pricing strategies are being finalised.
- Regional position is being considered to ensure compatibility and prevent destabilisation in the sector.

3.3 Sensory Impairment

3.3.1 A review has been undertaken to assess suitability of services to people with a sensory impairment. These services include advice and information services and communication services for people who need 1:1 help and support.

3.3.2 Outcomes to date include:

Work to date has highlighted opportunities to remodel existing services and achieve improvements in the following ways:

- Promoting more collaborative relationships between services to achieve more effective coordination.
- Requiring commissioned services to undertake a facilitation role to improve access to services.
- Promoting strengths based and outcomes focused practice.
- Building on third sector skills and expertise.
- Improving referral pathways for people who need communication and interpretation services.

3.3.2 Latest Position

- Re-procurement of these services is intended during summer 23/24.
- Service specifications and lotting strategies are being finalised.
- Method statements and other procurement methodologies are being developed.

3.4 Older Adults Day Opportunities

3.4.1 A review was undertaken to implement a new Older Adults Day Opportunities model. This resulted in the refocus of the Council's in-house day service to focus on complex needs. The review advised that the Day Centre offer should change to a community hub model to foster greater local community activity and improve the quality of life in the area. Commissioning of day services placements for non-complex needs should occur via the independent sector.

3.4.2 Outcomes to date include:

- Following public consultation and Cabinet decision, remodelling of internal services to optimise resources for growing number of people with complex needs.
- More efficient use of transport services to prioritise transport for people with assessed needs.

3.4.3 Latest Position

- Older Persons Day Centre use has been impacted by the pandemic and demand has reduced.
- A review of existing arrangements is underway to explore whether there is scope to do things differently and to make recommendations for the future. This will conclude later in 23/24.

3.5 Extra Care Services for older people

3.5.1 A review has been undertaken to assess suitability of existing extra care services for older people. These services offer specialist self-contained accommodation for older with care need. In addition to communal facilities and support services, extra care schemes also have a care provider on-site for those who need it.

3.5.2 Outcomes to date include:

Work to date has highlighted that continued delivery of extra care services is compatible with our strategic objectives in the following ways:

- Offers a cost-effective alternative to residential care.
- Provides flexible, on-site, discrete care and support that can be increased and decreased based on needs.
- Enables people to maintain their independence in their own self-contained accommodation.
- Offers improved quality of life in terms of financial wellbeing, reduced social isolation, and potential for the continued input of unpaid carers and families.
- Provides an affordable solution that is often a home for life.
- Emergency support is often available.
- Can help couples to remain living together.
- Provides high-quality, fit-for-purpose accommodation that has low-running costs.
- Services are often integrated in their local communities.

The benefits and outcomes for agencies and the wider system include:

- Reduced admissions to residential care.
- Reduced admissions to hospital.
- More efficient than traditional domiciliary care.
- Provides scope for early discharge from hospital and rehabilitation in a domestic environment.
- Creates a resource for the wider community.
- Gives older people greater choice, independence and control over their housing and care options.
- Presents opportunities to develop housing for respite use.

3.5.3 Latest Position

- Re-procurement of these services is intended during 23/24.
- Service specifications and lotting strategies are being finalised.
- Method statements and other procurement methodologies are being developed.

- Consultation and engagement methods are underway to ensure proposals are compatible with citizens aspirations.

3.6 Carers Services

3.6.1 A review is underway to assess the suitability of Carers services and to consider changes that are required to address local, regional, and nationally defined priority actions for Carers.

3.6.2 Outcomes to date include:

Evaluation of existing services has highlighted positive regard for existing services amongst people who use them. Work to date has also demonstrated the added value associated with commissioning services from a provider that offers a range of other ancillary services and benefits at no added cost. Work to date has highlighted opportunities to improve services in the following ways:

- Providing more effective signposting / collaborative working with other orgs that can help carers.
- Providing more effective performance management reporting.
- Providing more flexible respite services.
- Providing more effective advice and information about existing services.
- Exploring opportunities for Carers to take breaks with the cared for person.
- Exploring ways to increase opportunities for Carers to receive Carers Assessments.

3.6.3 Latest Position

- Re-procurement of these services is intended during 23/24.
- Service specifications and lotting strategies are being developed.
- Commissioning options and procurement methodologies are being considered.
- Final service design and procurement arrangements will reflect the co-production which has occurred to ensure services deliver what matters to carers.

4. Improvement and Transformation Priorities

4.1 The Adult Services improvement agenda encompasses our Transformation priorities for the year ahead working alongside continuous improvement work across the Service and regional programmes. New ways of working, ongoing improvement, re-modelling and exploration of in response to our service and council wide priorities and policy commitments will encompass the continuation of the work detailed above.

4.2 Through our 2023/24 Transformation priorities:

- A review and re-model of our internal and external domiciliary care capacity. As part of this work, we will review and refresh the existing commissioning framework alongside investigation of alternative models for commissioned domiciliary care building upon pilot working arrangements explored over the last 2 years which offer more flexibility and stability to providers as well as delivery of a more outcome focused approach to the provision of direct care.
- The implementation of our Internal Residential Care model of delivery will continue to be progressed and outcomes monitored.
- The provision of step-up and step-down beds associated processes and investment requirements will also be further developed.
- Commissioning opportunities supporting the growth of our assistive technology offer for Adults in Swansea as part of our preventative and early help priorities will also be

explored. This work is building upon our review of the service and comparative analysis completed in 2021/22.

Progression and updates to those priorities incorporated into our Transformation Programme for 23/24 will be shared with Scrutiny panel at regular intervals as per the agreed schedule.

4.3 Through our Adult Services Performance reports the below activity will be reported to Scrutiny:

- Younger Adult Day Services and other Day Opportunities review options and implementation.
- Temporary Supported Accommodation for single homeless people (over 18's) re-procurement.
- Younger Adult Support Living framework development and refresh.
- Sensory Impairment re-procurement.
- Older Adults Day Opportunities review and implementation.
- Extra Care Services for older people re-procurement.
- Carers Services re-procurement.

4.4 Our Adult Services continuous improvement governance will incorporate the wider commissioning schedule and outputs utilising monitoring, feedback and service level experience to help inform longer term commissioning strategies.

5. Summary

5.1 This report outlines the outcomes of previous Adult Services Commissioning Reviews and the status of our current commissioning priorities and the stages these include re-procurement through to co-producing options and how this work aligns to our Adult Services 2023/24 Transformation and improvement programme.

6. Legal implications

6.1 There are no legal implications in relation to this update report.

7. Finance Implications

7.1 The work of the Commissioning Reviews and changes to services has a clear financial impact. Historically, Commissioning Reviews have been used to release savings within the Council's medium term financial plan and annual budget cycle. Any service review/retendering arrangement risks increasing costs, and this is especially so in the current economic environment with high inflation prevalent.

7.2 Future procurement reviews and retendering will need to be managed within the resources of the Directorate with due regard to the Council's medium term financial plan.

8. Integrated Assessment Implications

8.1 The principles and priorities described support positive outcomes for our communities and the people of Swansea. We focus on strengths, enablement and keeping people safe. Individual programmes and projects reviewed as part of our commissioning priorities, Transformation programme and Adult Services Improvement programme will continue to complete specific IIA screenings and full reports where required to ensure any impacts are fully understood, a positive co-productive and / or engagement approach is adopted wherever possible and detail of any risks and proposed mitigation are developed.

Background papers: None

Appendices:

Appendix A: Integrated Impact Assessment Screening