

## Report of the Cabinet Member for Health and Wellbeing

### Adult Services Scrutiny Performance Panel – 20<sup>th</sup> September 2017

#### THE ADULT SERVICES APPROACH TO PREVENTION

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| <b>Purpose</b>                        | To brief the Panel on the approach to Prevention in Adult Services   |
| <b>Content</b>                        | This report includes a summary of the approach to Prevention in Adult Services, in line with the obligations as set out in the Social Services and Wellbeing (Wales) Act as well as the Adult Services Improvement Plan. |
| <b>Councillors are being asked to</b> | Give their views on the approach.  |
| <b>Lead Councillor(s)</b>             | Cllr Mark Child, Cabinet Member for Health and Wellbeing   |
| <b>Lead Officer(s)</b>                | Dave Howes, Chief Social Services Officer<br>Alex Williams, Head of Adult Services   |
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#### 1. Background

- 1.1 The Social Services and Wellbeing (Wales) Act came into force on 6<sup>th</sup> April 2016.
- 1.2 Under this new piece of legislation, there is a keen focus on prevention and early intervention in Social Services, in order to try and maintain independence wherever possible and delay the need for 'managed care' as much as possible. A core part of this approach should be the development of good quality information, advice and assistance in relation to Social Services related activity.
- 1.3 The rationale for this approach is several fold.
- 1.4 Firstly, there is considerable academic theory that a little bit of care is bad for you. Once someone starts to receive some form of statutory intervention, more often than not, their needs escalate and their need for care increases.
- 1.5 Secondly, whereas historically people would chose to go into residential care in the latter stages of their lives, more recently patterns

have changed and we see more and more people who wish to remain supported in their own homes for as long as possible.

- 1.6 Finally, maintaining services at their current levels as well as meeting additional demand due to demographic pressures is not sustainable in the longer term. All public bodies are having to make smarter decisions about how they provide care, so focussing on preventative and early intervention activity to minimise and delay entry into formal care is paramount to managing demand in the future.
- 1.7 In order to respond to the Social Services and Wellbeing (Wales) Act, Adult Services developed an optimum model of what 'good' looked like. Within this Model, the optimum way of work was described in line with the tiers of support as set out in the Social Services and Wellbeing Act:
  - Tier 1; Universal services aimed at all Swansea Citizens to enhance wellbeing (very low levels of Tier 1 are sometimes described as Tier 0)
  - Tier 2; Early intervention targeted support for people in need – single agency
  - Tier 3; Managed care aimed at people in need of managed care to support achievement of person's own outcomes – Multi disciplinary approach
  - Tier 4; Managed Care Complex/Higher needs aimed at people with long term complex needs.
- 1.8 This Model was agreed by Cabinet, following public consultation on 15<sup>th</sup> June of this year.
- 1.8 Within the Model, Preventative activities fall within Tier 2, and academic theory argues that investment should be shifted from Tiers 3 and 4 to Tier 2 to minimise the need for Tier 3 and 4 support in the long-term.
- 1.9 Whilst Preventative activity in Adult Services would in large part fall within Tier 2, a preventative and early intervention approach should be embedded in all of the work that Adult Services undertakes.
- 1.10 It should also be noted, that people can be supported at multiple tiers at the same time. Therefore, an individual might receive preventative support within Tier 2 whilst receiving managed care in Tier 4.

## **2. The Council's Prevention Strategy**

- 2.1 Following on from the agreed Western Bay Prevention Strategy, Poverty and Prevention has drafted an overall Prevention Strategy for the Council. Cabinet has agreed for the draft Strategy to go out to public consultation, and the consultation period will close on 6<sup>th</sup> October 2017.

- 2.2 This strategy builds upon previous work and presents a more ambitious direction, aimed at delivering more sustainable services that meet people's needs and deliver better outcomes. It is about supporting the development of a community and urban fabric, which has future resilience and independence in both the medium and long term. Citizens are central to the Council's future and delivery, and as such, are the focus of its developments, driving cross cutting working across council departments and with partners. Consequently, this strategy forms a key part of our corporate transformation programme and the way the Council will continue to develop its services with its partners.
- 2.3 A final Strategy will be presented to Cabinet, following the end of the consultation and will incorporate the views gathered during the consultation period.
- 2.4 The overall Strategy will be accompanied by an Implementation Plan. As part of this Implementation Plan, Adult Services will need to work with Poverty and Prevention to develop the offer in relation to prevention and early intervention of entry into formal care.

### **3 The Adult Services Improvement Plan**

- 3.1 In light of the above, Prevention inevitably features as a core theme of the Adult Services Improvement Plan.
- 3.2 There are 4 core workstreams as follows:
- Information, Advice and Assistance Strategy
  - Local Area Coordination
  - Adult Family Group Conferencing
  - Commissioning Strategy supporting early intervention in Adult Services.
- 3.3 In addition to the above, the principles of prevention and early intervention should be embedded in all of the work that Adult Services undertakes.

### **4 Information, Advice and Assistance Strategy**

- 4.1 The provision of good quality Information, Advice and Assistance (IAA) is a core statutory duty under the Social Services and Wellbeing (Wales) Act.
- 4.2 As with the rest of the Act, there was not an expectation that everything would be in place by 6<sup>th</sup> April 2017 to deliver this statutory duty. However, there was an expectation that plans would be in place surrounding how the Council intended to be Act compliant.
- 4.3 In the last 18 months, there has been considerable progress in the development of IAA.

- 4.4 The front door into Adult Services, the Common Access Point (formerly known as Intake), has been redesigned to wherever possible offer information and advice so people can self-support rather than refer them in for assistance in the form of a Social Services Assessment.
- 4.5 This service is predominantly delivered by Information and Advice Assistants on the telephone, but more complex cases are referred into the Multi-Disciplinary Triage function comprising of Social Workers, Physiotherapists, Occupational Therapists, District Nurses and a Third Sector Broker for consideration.
- 4.6 The data surrounding how many calls are closed at the Common Access Point following information and advice is developing, and the available data will be reported in the Adult Services Performance Report at the next Scrutiny Panel meeting.
- 4.7 Whilst arrangements at the front door are good, the statutory obligation is on the Council as a whole. A project team has been established with colleagues across Social Services, Poverty and Prevention and the Corporate Contact Centre to develop the corporate approach.
- 4.8 A key part of the approach is linked to how we collate information in relation to what services/support is available. To this end, the Council (alongside the other 21 Local Authorities in Wales) has signed up to the DEWIS information platform whereby this information will be captured going forward. This is still very much in development, but once established will be a key repository of information to signpost people to.
- 4.9 The approach also needs to be embedded within the ethos of working of our Social Services and Health practitioners. A guide for practitioners is being developed and will be launched in the Autumn. It is intended that there will be a Member launch also, to increase awareness of the approach.

## **5 Local Area Coordination**

- 5.1 As the Panel will be aware, Local Area Coordination is a strength based approach to supporting vulnerable people in communities by focusing what a good life means to them and making sustainable communities to provide self-sustaining community support to individuals and wherever possible prevent the need for statutory services.
- 5.2 It was agreed, as part of the Western Bay programme that the 3 Local Authorities would develop Local Area Coordination or a similar approach in their respective Local Authority areas.
- 5.3 The Panel has previously considered the Swansea University Evaluation reports of the Local Area Coordination programme.

- 5.4 In the time since the Panel last considered an update, there have been significant developments both in terms of expansion and partnership support.
- 5.5 On the basis of lessons learnt from the programme to date, the geographical areas have been revised, to reduce the population sizes per area to make them more manageable. This means that the City and County is now divided into 22 Local Area Coordination areas.
- 5.6 Following a targeted effort with PSB partners, the Fire Service have now agreed to fund one post on a secondment basis, the University have agreed to fund the Uplands post and Pobl are also now financially committed. This complements funding also received from Coastal Housing Association, Family Housing Association and the Supporting People Programme.
- 5.7 Due to the increase in funding, we have been able to expand to a further 4 areas as follows:
- **City Centre 2** (Brunswick, Sandfields, Marina, City Centre); in doing this we have split the City Centre area in half.
  - **Townhill / Mayhill**; this is an entirely new area.
  - **Manselton / Cwmbwrla / Cwmdu / Brynhyfryd / Gendros**; this is an entirely new area.
  - **Gowerton, Loughor and Penlleger**; this is a new area created from the refining of the boundaries of the existing Pontarddulais and Gorseinon areas and this is the area identified for the Fire Service secondment.
- 5.8 We are in the process of recruiting for the additional areas, but once all of the Local Area Coordinators are appointed, we will have coverage in 10 of the 22 dedicated areas.
- 5.9 The performance data in relation to Local Area Coordination is still developing and all available data will be included as part of the Performance Report at the October Scrutiny Panel meeting.

## **6 Adult Family Group Conferencing**

- 6.1 Family Group Conferencing is an approach that originally emanated from the world of children's services, but there is some evidence of it being utilised to good effect as a preventative tool in Adult Services across the UK.
- 6.2 Essentially, it is a form of mediation which aims to try and solve issues in a solution-focussed way and build on family resources to wherever possible find that solution rather than identify a need for statutory services.

- 6.3 The approach has been in operation in Adult Services for the last 18 months or so, but success has been limited, as professionals have tended to refer on cases too far along the continuum when people are already being supported in Tiers 3 and 4 and they have exhausted all other means of trying to resolve issues.
- 6.4 The initiative has consequently been refocussed to target referrals from GPs and Primary Care, where a professional might identify a cause for concern, but there is not sufficient need at this stage for a formal Social Services Assessment.
- 6.5 In addition, Swansea Carers Centre has been appointed to provide the mediation function. This change in approach is due to commence shortly.
- 6.6 Once up and running, we will be able to pilot the approach to see whether it does indeed work, with a view to mainstreaming it if the evidence suggests that it does minimise or delay the need for statutory support.
- 6.7 Swansea University have been commissioned to evaluate the programme and help us assess outcomes.

## **7 Commissioning Strategy supporting early intervention in Adult Services**

- 7.1 A Commissioning Strategy will effectively outline the Adult Services offer to prevention and early intervention, in line with the Council's overall Prevention Strategy.
- 7.2 The Commissioning Strategy has not as yet been developed, but once the Prevention Strategy is agreed, Adult Services will work with Poverty and Prevention and other partners to develop this approach.
- 7.3 It is envisaged that the approach to Information, Advice and Assistance, Local Area Coordination and Adult Family Group Conferencing (if proof of concept is achieved) will form key elements of the implementation of this Strategy.
- 7.4 In addition, continued delivery of the Supporting People programme (if Welsh Government continues to fund it) will form an integral part of the approach, as well as Adult Services's contribution to delivery of the PSB work on the Ageing Well Plan.

## **8 Supporting People**

- 8.1 Supporting People is a Government initiative for supporting people in their homes which commenced April 2003. Services are jointly planned through Social Services, Housing, Health and Probation.

8.2 Supporting People funds Support Services.

8.3 The City and County of Swansea Supporting People Team are responsible for administering this at local level. The funding is aimed at providing accommodation related support to reduce tenancy breakdowns, reducing hospital, residential care admissions and promote independent living across a wide range of vulnerable people including:

- Young persons
- Older persons
- Chronically sick or disabled persons
- Homeless persons
- People experiencing domestic abuse
- People with a learning disability
- People experiencing mental health problems
- People in Sheltered Housing
- People who have issues around substance misuse
- Ex-offenders

8.4 The services can be provided in a person's own home or other supported accommodation.

8.5 The Programme Objectives are as follows:

- Provide a range of support services to reduce the risk of homelessness and to protect vulnerable people.
- Provide people with a range of supported housing meeting the variety of assessed needs within the community.
- Provide a programme that delivers quality of life and promotes independence.
- Provide services that are of a high quality, strategically planned, cost effective and complement existing Care services.
- Ensure that the planning and development of services is needs-led.
- Ensure a working partnership of local government, probation, health, voluntary sector organisations, housing associations, support agencies and service users.
- Monitor and review support services.

8.6 Supporting People funds several different types of support as follows:

- **Floating Support;** Support Worker visits the person in their home and gives regular support for an agreed period of time.
- **Supported Housing;** A person moves into accommodation where support is provided.
- **Shared Support;** A person moves into accommodation with shared facilities where the support is provided.

- **Direct Access Hostels;** 24 hour access to support including Women's Aid Refuge.

8.7 The above types of support can provide various kinds of help on such things as budgeting and daily life skills, or help so that people feel safe and secure in their own home. It could give them opportunities to extend their skills, interests and friendships, or to access training, further education, employment etc.

8.8 As well as managing the local arrangements, the City and County of Swansea is responsible for the managing the regional governance arrangements for the programme at a Western Bay level. The Regional Collaborative Committee (RCC) is chaired by the Cabinet Member for Health and Wellbeing.

## **9 Overall approach to prevention and early intervention in Adult Services**

9.1 As previously stated, whilst there is a clear approach to prevention sitting at Tier 2 of the Adult Services Model, the principles of prevention and early intervention need to be embedded in everything that Adult Services undertakes.

9.2 To this effect, an overall Practice Framework is being developed for Adult Services and as part of this preventative/early intervention practice will be encouraged from professionals.

9.3 Consequently, it will not be unusual for a care plan to include prevention/early intervention work and services may be commissioned either in-house or externally to provide this support.

9.4 The approach to Reablement both at home and in residential care, and short-term limited support is also a key part of the overall Adult Services offer to prevention in Tier 3 of the Model.

## **10 Financial Implications**

10.1 As Adult Services moves to a more prevention/early intervention approach, there is an expectation that greater resource will be invested in this element in this approach and disinvested in more formal forms of care.

## **11 Legal implications**

11.1 Adult Services is required to develop a preventative approach in line with its statutory obligations under the Social Services and Wellbeing (Wales) Act.

## **12 Equality and Engagement Implications**



12.1 Taking a preventative/early intervention approach will allow Adult Services to better support vulnerable people, and consequently a large number of protected groups.

### **13 Appendices**

- None

### **14 Background Papers**

- Adult Services Overarching Service Model.