



**Report of the Cabinet Member for Health and Wellbeing
Adult Services Scrutiny Performance Panel – 19th December
2017**

**THE ADULT SERVICES APPROACH TO WORKFORCE
DEVELOPMENT AND SYSTEMS AND SUPPORT**

Purpose	To brief the Panel on the approach to Workforce Development and Systems Support in Adult Services.
Content	This report includes a summary of the approach to Workforce Development and Systems and Support in Adult Services, in line with the Adult Services Improvement Plan.
Councillors are being asked to	Give their views on the approach.
Lead Councillor(s)	Cllr Mark Child, Cabinet Member for Health and Wellbeing
Lead Officer(s)	Dave Howes, Chief Social Services Officer Alex Williams, Head of Adult Services
Report Author	Alex Williams 01792 636245 alex.williams2@swansea.gov.uk

1. Background

- 1.1 Having a highly skilled, competent, motivated and valued workforce is critical to ensure that Adult Services delivers the best possible services to meet the desired outcomes of the people we work with. From a budgetary perspective, the internal workforce in Adult Services is the highest area of a spend after commissioned services.
- 1.2 Added to the above, having the right infrastructure in place to ensure that our workforce is able to do what it needs to do is crucial to the effective running of Adult Services.
- 1.3 This paper will outline the approach that is being adopted by Adult Services as part of the delivery of the Improvement Plan.

2 The Adult Services Improvement Plan

- 2.1 In light of the above, Workforce Development and Systems and Support inevitably feature as core themes of the Adult Services Improvement Plan.
- 2.2 Under Workforce Development, there are 5 core workstreams as follows:
- Social Services and Wellbeing Act Training Coordination and Implementation
 - Social Work Practice Framework Development and Delivery
 - Workforce Development Strategy
 - Review of Safeguarding Processes and Practices
 - DoLS Review
- 2.3 Under Systems and Support sits the following 9 workstreams:
- WCCIS Development and Implementation
 - Direct Payments Strategy
 - Direct Payments Support Service Review
 - Direct Payments Prepaid Cards
 - Annual Review of Charging Policy
 - Fit for Purpose Resource Structures
 - Care Homes Pooled Fund
 - Performance Monitoring Framework
 - Review of Business Support Arrangements.

3 Social Services and Wellbeing Act Training Coordination and Implementation

- 3.1 As the Panel will be aware, the Social Services and Wellbeing (Wales) Act came into force on 6th April 2016.
- 3.2 This all encompassing legislation led to many changes to the way in which Adult Services needed to operate its business. For example, the long standing eligibility criteria of substantial and critical need were removed, statutory duties were introduced that required Local Authorities to have robust information, advice and assistance arrangements across the organisation, there were new duties in relation to people residing in the secure estate and direct payments were to be considered as the default option.
- 3.3 Added to the changes to statutory duties, the spirit of the Act had a keen focus on prevention and early intervention, supporting people at the lowest possible level to encourage independence and adopting a person-centred outcomes-focussed approach. It is also expected that statutory agencies would only intervene when they are the only agency that 'can and can only' provide the desired outcomes of the individual (although the phrase 'can and can only' was removed from the final cut of the legislation).

- 3.4 In light of these significant changes, the whole Social Services and integrated workforce needed to be trained so they were familiar with the changes and what they meant in practice.
- 3.5 A comprehensive programme was adopted across Western Bay which delivered high level training to the whole workforce, and we are now in the second phase of more detailed training to specific areas of the workforce.
- 3.6 As part of CSSIW's regular inspection activity, they will monitor how well we are delivering the requirements of the Act. In a recent joint inspection between CSSIW and HIW of one of our Community Mental Health Teams, the informal feedback suggested that our assessment process is complying with the Act and our staff are demonstrating well their understanding and knowledge and how to apply that to the way that they support people (we are awaiting the formal report on this inspection).

4 Social Work Practice Framework Development and Delivery

- 4.1 Unlike Child and Family Services, which adopted the Signs and Safety approach, Adult Services has not historically had a common approach to practice. This inevitably leads to inconsistency of approach in the way we support people, but also does not help guide practitioners in terms of our expectations.
- 4.2 The introduction of the Act was an added impetus to look at this, and Adult Services was consequently keen to develop and adopt an overarching Practice Framework which allows our practitioners to consistently support people in a person-centred and outcome-focussed way. We did consider whether there would be benefit in rolling out Signs of Safety to Adult Services, but discounted this on the basis that we felt that it was better to try and develop a bespoke Swansea model.
- 4.3 Adult Services has therefore worked with IPC (the Institute of Public Care) to start to develop an overarching Framework which has been named 'Doing What Matters'. The Framework itself is now in draft and we are moving to the implementation phase which will involve training the workforce on how to use the Practice Framework and associated tools.
- 4.4 A Practice Manual will also be developed which sits alongside the Practice Framework and acts as a guide to practitioners.
- 4.5 Whilst it is intended that this Framework is predominantly about social work practice, we are very conscious that social workers only make up about 10% of our workforce and adopting a person-centred and outcome-focussed approach needs to cut across all of our services whether they be internally delivered or externally commissioned. The

implementation plan will therefore look at how we are able to adopt a more light-touch approach to training the rest of the workforce.

- 4.6 In line with the requirements of the Social Services and Wellbeing Act, we also felt it was important to where possible co-produce elements of the Framework to make sure that what we are delivering is what matters to people. We are therefore working with Swansea Council for Voluntary Services to look at this aspect of the development of the Framework.

5 Workforce Development Strategy

- 5.1 Social Services has historically had a dedicated training unit and significant funding from Welsh Government to support training.
- 5.2 However, the Workforce Development Plan being delivered needed to be significantly reshaped to reflect the new requirements of the Social Services and Wellbeing Act and the changing workforce. We also had an aspiration to deliver our training requirements within the footprint of the grant and required match funding, rather than any additional expenditure.
- 5.3 A mapping exercise was consequently undertaken to understand what training was being delivered across the workforce, to create an interim plan for Adult Services for 2017/18. It was possible to deliver this within the required financial footprint.
- 5.4 The next phase of this is to undertake a detailed training needs analysis to understand the mandatory training requirements of the workforce as well as those aspects of training required for continuous professional development.
- 5.5 This training needs analysis will be completed in February with a view to having a comprehensive workforce development plan for Social Services by the beginning of next financial year.
- 5.6 Alongside this workforce development plan are other aspects of workforce development including staff supervision and support and the introduction of mandatory qualifications that non-qualified staff will now need to attain following changes to workforce requirements.
- 5.7 A huge amount of work has been invested in attempting to change the culture in Adult Services so it is a supportive, nurturing and rewarding environment to work within. Both the Head of Adult Services and Chief Social Services Officer have spent time visiting services to get to know staff and understand the challenge and pressures. The Head of Adult Services and Chief Social Services Officer also personally acknowledge and thank staff for each compliment received. In addition, Adult Services has joined forces with Primary and Community Services

to hold two Patient Choice Award events to recognise staff achievement.

- 5.8 Adult Services is working closely with the Corporate Communications team to develop an internal communication and engagement plan to ensure that the footings that have been put in place are built upon.

6 Review of Safeguarding Processes and Practices

- 6.1 A decision was taken in Adult Services a few years ago to disband the central Safeguarding Team and adopt an approach which was colloquially known as 'consume your own smoke' whereby the team which picked up the safeguarding referral related to the client group of the individual concerned.
- 6.2 Whilst this approach was completely in keeping with the corporate approach of safeguarding being everyone's business, the approach has not worked as successfully as we would have hoped.
- 6.3 This approach has led to disproportionate workloads for particular teams, namely the Care Homes Quality Team and the Community Support Team, because the majority of safeguarding referrals emanate from either residential homes or supported living settings.
- 6.4 In addition, whilst we are confident that we are meeting our statutory requirements in relation to safeguarding and keeping vulnerable people safe, the dispersal of the roles in relation to safeguarding has inevitably led to an inconsistency of approach. It has also been more difficult to track progress with referrals following the thresholding decision.
- 6.5 We are therefore in the process of reviewing our approach. The starting point has been to map all the different pathways through the safeguarding process. We are then planning to hold a dedicated workshop in the New Year to test the pathways, and agree a set of improvements for the way forward.
- 6.6 Whilst nothing has been determined as of yet, it is likely that we will look to adopt more centralised safeguarding arrangements with a particular function for thresholding at the Common Access Point for Adult Services.

7 DoLS Review

- 7.1 Members will recall that an update was provided on this workstream in the Demand Management paper at the November meeting.
- 7.2 At the time of the Cheshire West judgement, the City and County of Swansea received in the region of 50 applications per year. The Local Authority now receives in the region of 1,200 applications annually.

- 7.3 Welsh Government has provided a modest resource to help manage the additional demand of in the region of £33K per year. This is clearly insufficient to manage the additional demand created.
- 7.4 The City and County of Swansea has endeavoured to manage the workload through existing resources and training all of its social work resource to be Best Interest Assessors. However, despite concerted efforts from all concerned, the Local Authority has consistently not been able to keep pace with demand.
- 7.5 There is significant both financial and human risk in terms of not meeting demand, as every application that breaches the statutory timescales can be subject to legal challenge and potential damages of up to £200K per case, and people are unlawfully deprived of their liberty if an application is pending approval outside of the statutory timescales.
- 7.6 A paper was consequently taken to the Corporate Management Team in June 2017, proposing to create a dedicated team to manage the process. The Corporate Management Team agreed the proposal and the team is in the process of being recruited to. It is envisaged that the team will be in place in early 2018, and at that point progress will be made in managing demand effectively.

8 WCCIS Development and Implementation

- 8.1 Recognising the importance of the recording and holding of good quality information across Social Services, a national project is in place to implement the Welsh Community Care Integrated System.
- 8.2 This will be implemented by all Local Authorities and Health Boards across Wales.
- 8.3 The first Local Authority to go live was Bridgend, which is hugely helpful in terms of the learning from it.
- 8.4 The system will allow Adult Services to have a fully integrated client management system with ABM community services, as well as an effective performance management system.
- 8.5 CCIS will replace PARIS in Swansea and all other more minor systems.
- 8.6 A Western Bay project team has been put in place to ensure a consistent approach to delivery across the region, and a dedicated project team for Swansea is in the process of being established.
- 8.7 This project is being jointly led by IT and Social Services. It envisaged that the system will be implemented in late 2018/early 2019.

9 Direct Payments Strategy/Support Service Review and Prepaid Cards

- 9.1 The Social Services and Wellbeing Act dictates that direct payments should be considered as the default option, as it is considered that a direct payment gives an individual more voice, choice and control surrounding how they meet their desired outcomes.
- 9.2 Whilst the City and County of Swansea fully accepts this, there is a risk that without a clear Strategy in place in terms of how direct payments are utilised they have the potential to put vulnerable people at greater risk due to the direct relationship that a recipient has with the provider of their services. With this direct relationship inevitably comes responsibilities sometimes as an employer of people and commissioner of services.
- 9.3 In addition, there is a risk that without a clear Strategy in place in terms of how the Local Authority supports direct payments, there is a risk that it leads to additional demand and consequently financial burden on the Authority. In theory if direct payments are delivered well they should allow individuals to have voice, choice and control whilst overall decreasing the recourse to more traditional commissioned forms of care such as domiciliary care.
- 9.4 Our experience in Swansea to date has been that the number of people supported via a direct payment has gone up which is really positive, but at the same time demand in other areas has also increased.
- 9.5 Therefore, we are in the process of drafting a Strategy to set out how we propose to target direct payments going forward to both ensure that all risk is managed for the individual and demand is appropriately managed.
- 9.6 Alongside the development of this Strategy is the Support Service Review, as in order to facilitate direct payments we need the necessary infrastructure to support it. Historically, this service was contracted out to a third party, but it was brought back in-house in July 2016.
- 9.7 This service provides individuals with the necessary support and guidance to both set up and manage a direct payment. We have reviewed the Support Service to ensure that the right support is being given to the client and risks are consequently being mitigated wherever possible.
- 9.8 The third element of the work relating to direct payments is the introduction of prepaid cards. Historically, a direct payment has been

paid directly into an individual's bank account and then records have been subsequently audited to ensure that the money has been used for the purpose for which it has been given. This process has been hugely labour intensive, and has led to significant sums having to be recouped back from individuals often unsuccessfully as they no longer have the funds to repay any money owed.

- 9.9 Prepaid cards are therefore being introduced, whereby money will be preloaded on a card and there will be restrictions on how the money can be spent/who it can be paid to. This will be much safer for the individual as they will not be able to inadvertently spend the money for anything other than the purpose for which it has been given. This will also reduce the administration required to audit records as we will be able to instantly tell if there is an issue with a direct payment.
- 9.10 We are working with an external company to implement the prepaid card solution which should be going live in 2018. If it is successful, it may be possible to roll prepaid cards out to other parts of the Authority where they could be beneficial.
- 9.11 All of the work surrounding direct payments are critical to the overall Savings Strategy for Adult Services by managing demand in other areas and implementing more effective systems.

10 Annual Review of Charging Policy

- 10.1 The Social Services and Wellbeing Act introduced a new statutory duty for Local Authorities to produce a Charging Policy, clearly setting out all charges for services.
- 10.2 The first Charging Policy was therefore agreed for the 2016/17 financial year and is consequently updated annually.
- 10.3 The 2018/19 Charging Policy will be considered by Cabinet in early 2018 following the budget consultation process.
- 10.4 The Policy is designed to allow Social Services to operate as near as possible on a full cost recovery basis, bearing in mind that a significant number of charges are restricted to a maximum weekly charge of a £70 per week which is also means tested.

11 Fit for Purpose Resource Structures

- 11.1 As part of the Council's wider Senior Staffing Review, Adult Services committed to review its management structure to ensure that it was fit for purpose and wherever possible efficiencies were made.
- 11.2 The first step in this process was to agree a new Senior Management Structure which came into effect in January 2017.

- 11.3 Following this, the structures below each Principal Officer are being reviewed to streamline wherever possible.
- 11.4 This process has been supported through the Voluntary Redundancy/Early Retirement Scheme as well as when individuals have voluntarily left the organisation.
- 11.5 Rationalisation of the structure in this way is an integral part of the Adult Services Savings Strategy.

12 Care Homes Pooled Fund

- 12.1 This item was discussed in some detail at the last Performance Panel, but by way of reminder the following update is provided.
- 12.2 As part of the introduction of the Social Services and Wellbeing Act, Local Authorities and Health Boards are required to create a pooled fund for care homes by April 2018.
- 12.3 It is envisaged that this fund will be operated on a regional basis to mirror the Health Board footprint. This clearly has an added complexity for Western Bay due to the current uncertainty surrounding the future alignment of Bridgend.
- 12.4 A Regional Pooled Fund Manager has been appointed to lead on the regional implementation of the Fund.
- 12.5 The first step is to determine the contributions that will need to be put into the fund, and an independent 'honest broker' is being appointed to determine a methodology for contributions.
- 12.6 The arrangements will need to be constructed in such a way that it will be easy to disaggregate Bridgend at some point in the future.

13 Performance Monitoring Framework

- 13.1 As the Panel is aware, significant progress has been made in establishing an all Adult Services performance framework.
- 13.2 This Framework is now being reported to the Panel on a quarterly basis.
- 13.3 On an operational level, it provides the intelligence required to establish the overall health of Adult Services and the pressures within it.
- 13.4 Behind the overarching Framework, sit more detailed reports at Principal Officer level. The Head of Adult Services has monthly 'Challenge' sessions with each Principal Officer in which budget, operational and HR performance are analysed.

13.5 The Performance Framework will always be work in progress, as services change and new pressure points emerge.

14 Review of Business Support Arrangements

14.1 As part of the wider corporate Business Support Review, the Social Services Principal Officer for Business Support is conducting a review of all arrangements across the People Directorate.

14.2 This review will allow for common functions to be brought together wherever possible and efficiencies made.

15 Financial Implications

15.1 All of the above workstreams are critical to helping Adult Services manage its resources effectively and meet the savings corporately identified.

16 Legal implications

16.1 All of the above workstreams must be delivered in line with relevant legislation including the Social Services and Wellbeing (Wales) Act.

17 Equality and Engagement Implications

17.1 All of the above activities must be undertaken in line with the Equality Act 2010 (including the Public Sector Equality Duty for Wales), including application of the corporate EIA process and relevant consultation & engagement activities.

18 Appendices

- None

19 Background Papers

- None