

Response for Adult Services Scrutiny Panel – 16th April 2019. CCOS commissioning progress against Wales Audit Office Recommendations arising from review of Strategic Commissioning of Accommodation Services for Adults with Learning Disabilities.

RECOMMENDATION	LEAD	COMMISSIONING ARRANGEMENTS IN SWANSEA	PROGRESS AND NEXT STEPS
<p>R1 People with a learning disability have a right to live independently. The last 50 years have seen significant changes in the provision of accommodation and support. Service provision has moved to a model that enables people to live in the community in ordinary houses throughout Wales (paragraphs 1.3 to 1.10). We recommend that local authorities continue to focus on preventing people becoming dependent on more expensive placements in care homes by providing effective support at home and a range of step up accommodation by: improving the evaluation of prevention activity so local authorities understand what works well and why; utilising the mapping of prevention services under the Social Services and Well-being (Wales) Act 2014 that covers other agencies and service providers; improving the signposting of additional help so carers and support networks can be more</p>	<p>Mark Campisi (PO LD and MH Services)</p>	<p>Swansea is clear in its intention to support people with a learning disability in options that give people rights and promote citizenship. This has seen a shift in expenditure from residential forms of care to tenancy based options. Our recent Commissioning Strategy re-confirms this intention and sets out plans to reduce reliance on expensive forms of residential care as well as setting clear intentions to re-modelling supported living to ensure a sustainable future model (As part of Western Bay, providers of care homes have been migrated on to the Contractual National Collaborative Commissioning Framework. This encourages competition and better management of placement costs)</p> <p>Our current model of supported living, while supporting people in ways that maximise citizenship, have not delivered progression and move on (step down) or community integration as well as we would have liked.</p> <p>In particular the move from hospital to community care for many people with complex health conditions has highlighted issues of concern to social care. The involvement of Health services in the support to individuals with complex needs has not been as coordinated and seamless as we would have liked at times. Engagement by Health services in the care of disabled children and adults has often been disjointed and un-coordinated largely due to health service organisational change and resource reduction. This has often left social care services to manage and provide services which we believe are primarily health related. There are a large number of cases that LD and MH services are challenging Health over regarding their Primary health care status due to the complexity of their care needs and high levels of care required to support them in the community. The estimation is that there are around 45 individuals with care needs averaging £100,000 each per annum. This is a cost to social care of around £4.5 million annually. There is a targeted response to deal with this issue which is mirrored regionally and nationally.</p>	<p><u>Progress</u></p> <p>Re-tendering of supported living accommodation under the new framework commenced in January.</p> <p>Contract awards for 1st tranche of services scheduled for May 2019.</p> <p>2nd Tranche August 2019</p> <p>3rd Tranche December 2019</p> <p>4th Tranche March 2020.</p> <p>Progression issues have been addressed via revised contract specifications which require progression and community integration (an outcome measures will reflect this).</p> <p>Re-tendering arrangements have been co-produced – SUs and families co-producing tender evaluation questions and model answers.</p> <p>Development of co-produced outcome measures and the</p>

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<p>resilient and self-reliant. This should include encouraging carers to make long-term plans for care to maintain and protect their dependant’s wellbeing; and sharing risk analysis and long term planning data with other local authorities, service providers, and partners to agree a shared understanding of the range of options.</p>		<p>To achieve improvements we are working collaboratively with providers on our framework to re-model supported living to focus on delivering outcomes, progression, peer support networks and community integration, lessening the reliance on formal, paid support.</p> <p>Provision of respite and day/work related opportunities remain strategically important as services. These are key to enabling people to remain living at home with family carers, if this is what people want.</p> <p>We are in the process of building a peer led, outcome based monitoring framework to support an improved understanding of the impact of the services we deliver and commission.</p> <p>Our Local Area Coordinators are effectively supporting people to find no cost, low cost solutions in meeting their needs through strength based, community approaches that develops individual resilience and the impact of this approach is well understood.</p> <p>Our current commissioning strategy maps all services, including prevention and early intervention services, to support a shift in focus away from formal services towards peer led, community based and universal alternatives. Day services are increasingly focused on becoming facilitators, rather than providers, supporting people to maximise the opportunities available to them through universal services.</p> <p>We are co-producing activity within our commissioning strategy to address improved access to universal services, accurate and improved perceptions of people with a learning disability and support for carers to continue caring.</p>	<p>implementation of a peer led monitoring framework form part of tender requirements.</p> <p><u>Next Steps</u></p> <p>A review of residential care commissioning arrangements will commence in May 2019. This examine opportunities to de-commission residential care options, where appropriate.</p> <p>Swansea Commissioning Groups will need to adapt so that performance management info relating to outcomes and other KPIs can shape our understanding of what is working well and what needs to change.</p>
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		<p>We use our local information system to aggregate individual planning information to support an understanding of need; most strategically in planning future accommodation services, where we work closely with housing providers and support providers in developing a range of accommodation and support options for people with a learning disability.</p> <p>We need to understand better, when we are unable to meet people’s needs to strategically inform the future range of services. Our commissioning strategy highlights this and it is being addressed.</p> <p>A commissioning review of all LD services and processes is underway. This will compare performance of services, and commissioning arrangements against this recommendation to explore opportunities for further improvements.</p>	
<p>R2 Population projections show that the number of people with a learning disability will increase in the future, and those aged over 65 and those with a moderate or severe learning disability will rise significantly (paragraphs 1.3 to 1.10). We recommend that local authorities improve their approach to planning services for people with learning disabilities by building on the Regional Partnership Boards population assessments for people with</p>	<p>Mark Campisi (PO LD and MH Services)</p> <p>Peter Field (PO Commissioning Adult Services)</p>	<p>Our local commissioning strategy was developed via local Co-Productive conversations but also drew heavily on the Western Bay population assessment and jointly agreed future priorities are captured within our strategy.</p> <p>The Commissioning Strategy Action Plan has been produced which addresses gaps in population information</p> <p>A model for standardising cost forecasting is being developed. This will consider the impact of population growth and the recommendations made relating to increased demand.</p>	<p><u>Progress</u></p> <p>An Action Plan has been produced which addresses gaps in population information. Predictions show us that we will see a small increase in the numbers of older people with a moderate or severe learning disability. Numbers are very low e.g. between 2015-2020 the growth is predicted to be 7 individuals.</p> <p><u>Next Steps</u></p> <p>Commissioning Review of LD services will identify further</p>

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learning disabilities and agreeing future priorities			opportunities to improve use of data for planning and commissioning purposes.
<p>R3 Welsh Government produced guidance to local authorities, entitled ‘developing a commissioning strategy for people with a learning disability’ to support authorities in producing strategic plans for the commissioning of learning disability services. In conjunction with codes of practice developed following the Social Services and Well-being (Wales) Act 2014, Welsh Government requires local authorities to develop integrated commissioning options with Local Health Board services. The aim is to provide a joined-up and cost-effective approach to the commissioning of services but our review-highlighted weaknesses in current arrangements (paragraph 2.4 to 2.12). We recommend that local authorities do more to integrate commissioning arrangements with partners and providers and take account of the work of the National Commissioning Board by:</p>	<p>Mark Campisi (PO LD and MH Services)</p> <p>Peter Field (PO Commissioning Adult Services)</p>	<p>Local and regional commissioning plans have been produced and these have been developed in partnership with ABMU HB.</p> <p>Shared procurement frameworks are being used where possible (CCAPS). Opportunities to use shared tools for assessing needs and agreeing division of costs are being explored at a regional level. Pooled fund opportunities are being considered. Regional Governance arrangements exist for overseeing shared commissioning responsibilities.</p> <p>NCB proposals will be considered as part of ongoing commissioning review work which will assess opportunities to achieve further improvements.</p> <p>Difficulties collaborating with health have been highlighted at 1 above.</p>	<p><u>Progress</u></p> <p>Creation of a regional Pooled Fund Manager post to implement more integrated commissioning of services. This will involve developing arrangements for sharing costs via pooled budgets (supported by integrated budgeting; and developing appropriate governance and data sharing frameworks with key local partners and developing integrated commissioning strategies).</p> <p>2 yr post to be advertised shortly.</p> <p><u>Next Steps</u></p> <p>Further actions to be agreed pending completion of LD commissioning reviews later in 2019.</p>

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<p>understanding the barriers that exist in stopping or hindering further integration; improving the quality of joint strategic plans for learning disability services (see also paragraphs 3.11-3.14); establishing investment models and sustainable financial structures, joint workforce planning and multi-year budgeting; and developing appropriate governance and data sharing frameworks with key local partners that include a clear process for managing risk and failure.</p>			
<p>R4 Local authorities' engagement with people with learning disabilities and their carers is variable. Whilst many authority services have positive relationships with advocacy groups, some are less successful in involving these groups and carers in evaluating the quality of services (paragraph 2.18 to 2.20). We recommend that local authorities do more to involve people with learning disabilities and their carers in care planning</p>	<p>Mark Campisi (PO LD and MH Services) Ffion Larsen (PO Professional Social Work Lead) Lisa Banks (Planning</p>	<p>We have recently developed a new Social Work Practice Framework in Swansea to ensure that we deliver the requirements of the Social Services and Wellbeing Act through individual assessment arrangements. This will help to ensure that people are engaged more positively; that understanding their needs is strength based and outcomes focused and that preventative options are considered.</p> <p>We have co-produced 'what a good assessment looks like' and are in the process of co-producing a handbook for people to prepare for their assessments and to understand what to expect. We wish to put people at the centre of their assessment and have voice and control in this process.</p> <p>We are building co-production into our contracts to support providers to work alongside people with a learning disability when producing care and support</p>	<p><u>Progress</u></p> <p>People with learning disabilities have involved and will continue to be involved in the re-procurement of LD supported living services.</p> <p>Conclude the development of the co-produced Peer led monitoring tool arrangements and develop contract management processes which enables Peer led monitoring information to inform</p>

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<p>and agreeing pathways to further independence by: consistently including people with learning disabilities and their carers in the writing, monitoring and development of care plans; systematically involving carers and advocacy groups in evaluating the quality of services; involving people with learning disabilities in procurement processes; and ensuring communications are written in accessible and appropriate language to improve the understanding and impact of guidance and information.</p>	<p>Officer LD services)</p>	<p>plans. This also includes providers building Co-Productive monitoring and evaluation processes to inform future service improvement.</p> <p>We commission Swansea People First to support people with a learning disability to engage, co-productively, in our commissioning activity and amongst other things, they are currently developing a peer led outcomes monitoring framework that to monitor how well local services are delivering the outcomes that matter to people in Swansea.</p> <p>We are developing our approach to involving people with a learning disability in procurement process. We have worked with Swansea People First to support the co-production of a new Supported Living Provider Framework, where people worked together to develop questions, model answers and evaluation criteria and also undertook an evaluation of potential providers.</p> <p>We are currently looking at how we can support people and their carers to be have a role when we re-commission supported living provision off this framework. We are working with legal and procurement colleagues to support the development of a legally compliant Co-Productive procurement process.</p> <p>We strive to provide easy read information as our recent communications on supported living re-modelling evidences but we have highlighted communication with people with learning disabilities and their carers, within our commissioning strategy, as an area for further improvement.</p>	<p>commissioners awareness if what is working well and what needs to change.</p> <p>Service Users are being supported to use Direct Payment arrangements to purchase services directly (rather than receive commissioned Care</p> <p>Implementing the action in the Commissioning Strategy around communication and information to ensure that we communicate the right information at the right times in an easy read format. This will result in a written compact which explains the communication process, principles and standards that will apply to LD services).</p> <p><u>Next Steps</u></p> <p>Adapt local LD commissioning groups to ensure that future commissioning decisions are based on an understanding of SU outcomes information, peer led monitoring data and other newly introduced KPIs.</p>
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<p>R5 Local Authorities could do more to involve service providers in commissioning and make the tendering process more effective by making it easier to navigate and more outcome focused. However, providers are not as effectively engaged as they should be (paragraph 2.28 to 2.38). We recommend that local authorities collaborate with providers, the third sector and suppliers in understanding challenges, sharing data, and pooling expertise by: improving the quality range, and accessibility of tendering information; and working with providers to shape local markets by coming to a common understanding of the opportunities, risks, and future priorities in providing learning disabilities services.</p>	<p>Mark Campisi (PO LD and MH Services)</p> <p>Ffion Larsen (PO Professional Social Work Lead)</p> <p>Paul Bee (Contracts Officer LD and MH services)</p>	<p>We are currently going through a re-tendering process for supported living services for adults with a learning disability. We have developed a framework of providers to deliver supported living and domiciliary care services. This was done in conjunction with service users and the health board. New services have been commissioned via the framework, which has enabled a smoother tendering process.</p> <p>Shaping the re-tendering process has involved service users, their families, all commissioned LD providers whether on the new framework or not, and relevant social care professionals (including legal and procurement colleagues). Attempts have been made to engage with health but contribution from health colleagues has been limited.</p> <p>We have worked with Providers to implement Just Checking (assistive technology) systems to look at data to evaluate care needs and ensure an appropriate level of care capable of meeting required outcomes.</p> <p>We have worked with the providers to look at patterns and develop a regional approach to deliver appropriate night time services. Engagement with providers has shaped our decision to commission services on an area basis. This will lead to more efficient and more community based services. This model promotes staffing from within each the locality and services which can maximise connections and facilities within local communities. Providers have played an important part in helping to shape these decisions.</p> <p>All commissioned Providers are actively involved in developing local risk management and contingency plans to enable service continuity in the event of individual Provider Failure.</p> <p>All Providers are engaged in the development of Learning disabilities commissioning strategies.</p>	<p><u>Progress</u></p> <p>Practical support given to providers to work together throughout the supported living re-tender process which commenced early 2019.</p> <p>Actively engaged with providers who are not on the framework to manage market risks.</p> <p>Engaged with Service Users and Families to via commissioning and co-production groups to develop an outcomes focus.</p> <p><u>Next Steps</u></p> <p>To assess opportunities for further improvement as part of completion of commissioning review of LD services during 2019.</p> <p>To work more collaboratively with Providers to develop an improved understanding of their costs structures and financial pressures (to inform fee setting, uplift arrangements, budget planning and assessment of market failure risks).</p>
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		<p>All Providers are engaged in the commissioning review of learning disability services which is exploring opportunities risks and priorities. All Providers will be engaged in developing a range of options for meeting needs and securing future services.</p> <p>Where appropriate Providers will be offered support to participate in tender processes (via supplier engagement events or Sell 2 Wales).</p>	
<p>R6 Most local authorities do not have effective arrangements to monitor and evaluate their commissioning of learning disability services (paragraphs 3.3 to 3.15). We recommend that local authorities develop a more appropriate set of performance indicators and measures of success that make it easier to monitor and demonstrate the impact of service activity by: co-designing measures, service and contract performance indicators with service providers, people with learning disabilities and their carers; ensure commissioners have sufficient cost and qualitative information on the full range of placement and care options available; equipping commissioners with data to demonstrate the long term financial benefits of</p>	<p>Mark Campisi (PO LD / MH services)</p> <p>Paul Bee (Contracts Officer LD and MH services)</p> <p>Lisa Banks (Planning Officer LD Services)</p>	<p>The re-tender of supported living services will require providers to work co-productively with the service recipients and their families to develop monitoring processes and tools. This will result in performance indicators to cover all aspects of service performance. This will include quality outputs, service user outcomes and cost.</p> <p>We have co-produced a set of local outcomes for learning disability services and Swansea People First are building a set of measures to sit alongside the national outcomes and success measures. We have developed a more systematic approach to understanding cost information and quality information for contracted providers.</p> <p>KPI and outcomes requirements will continue to be developed via the co-production process. This information will be used alongside other contract monitoring data to give a full picture of the services being delivered. These measures will be developed to monitor each of the geographical areas re-commissioned. Just Checking (assistive technology) will also continue to play a part in understanding the level of care and support required.</p> <p>Implementation of CCAPS arrangements (national commissioning framework for purchasing care home placements) will lead to enhanced performance monitoring and costs control.</p>	<p><u>Progress</u></p> <p>Created contractual expectation that Providers engage Service Users to co-design peer led monitoring arrangements and individual and service outcomes within the Supported Living re-tender process (Providers are must demonstrate how they will measure individual outcomes in a way that meets SSWAB requirements as part of their tender submissions). This required has now been added to the contract specification which form part of the new tender requirements.</p> <p>Introduced KPIs relating to response times and efficiency savings. Others to be added following discussion with Providers.</p>

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<p>commissioning choices, this includes having the right systems and technology; integrating the outcomes and learning from reviews of care plans into performance measures; evaluating and then learning from different types of interventions and placements; and including learning disability services in local authority scrutiny reviews to challenge performance and identify improvements.</p>		<p>Western Bay Right sizing programmes are helping to ensure that reviews of packages of care are appropriate, able to deliver outcomes for service users and offer value for money.</p> <p>Development of the Adult Services Practice Framework will help to ensure that appropriate preventative options are explored before defaulting to traditional services, but where commissioned services are required assessment and care plans are strengths based and focus on outcomes. This will enable commissioners to ensure that Providers are focussed on delivering outcomes, and that Provider performance can be evaluated against these expectations.</p> <p>On-going commissioning review work is tasked with evaluating suitability of existing arrangements and proposing alternative options for meeting needs. This process will engage Providers and Service Users in shaping future arrangements.</p>	<p><u>Next Steps</u></p> <p>To conclude the work on the outcome based measurement tool, which is being developed with SUs with support from Swansea People First</p> <p>To develop processes for ensuring outcomes information is captured at care management review and is shared by care managers with commissioning officers and used to inform commissioning decisions.</p> <p>To conclude commissioning review of LD services.</p>
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