

NEATH PORT TALBOT COUNTY BOROUGH COUNCIL

Social Care, Health and Wellbeing Scrutiny Committee

7 September 2017

Joint Report of the Head of Children's and Adult Services and the Western Bay Programme Director

Matter for Information

Wards Affected:

All wards

Western Bay Health and Social Care Programme Update

Purpose of the Report

1. This report provides an update to Members concerning the Western Bay Health and Social Care Programme for information.

Executive Summary

2. Neath Port Talbot County Borough Council has been a founding and core partner in the Western Bay health and social care programme since its establishment in 2012. Western Bay is overseen by a Regional Partnership Board which includes the three Local Authorities, ABMU Health Board, third sector, independent sector, carer and service user representatives. There are two tiers of Western Bay activity. Tier one includes a series of change programmes and projects. Tier two includes well established regional working projects and services. Tier one

programme and projects are: community services for older people; carers; children's services; integrated autism service; Welsh Community Care Information System; Contracting and Procurement project; workforce development. Additional requirements of Western Bay include a pooled fund arrangement for care home accommodation and the development of an area plan. Funding for the programme is mainly from Welsh Government Integrated Care Fund matched with core funding. Governance is overseen by the Regional Partnership Board and several project boards. Communication of the work of Western Bay is a priority for the partnership.

Background

Neath Port Talbot County Borough Council has been a founding and core partner in the Western Bay programme since its establishment in 2012. The other statutory partners engaged in Western Bay are Bridgend County Borough Council, the City and County of Swansea and the Abertawe Bro Morgannwg University Health Board. The purpose of the Western Bay partnership is to provide a strategic mechanism for co-ordinating a programme of change in a suite of projects that partners have identified as a common concern.

The Programme's vision is to provide high quality services that protect children and adults from harm, promote independence and deliver positive outcomes for people in Bridgend, Neath Port Talbot and Swansea.

To achieve this, the ABMU Health Board and the Local Authorities of Bridgend County Borough Council, Neath Port Talbot County Borough Council and the City and County of Swansea are working together through the Western Bay Health and Social Care Collaborative, with third and independent sector partners.

The Western Bay programme focuses on those areas of activity where there is added value in working together. The added value might be measured in service efficiencies and costs savings, or cost avoidance. The added value might be in service improvements for people using our services locally, where regional planning between health and social care partners benefits people receiving those services. It might be in sharing

good practise between sectors, or across geographical boundaries. The delivery of most of the programme is done at a local level.

3. The programme is divided into two Tiers of activity. The programmes and projects in "Tier One" are transformational, or change work streams which are overseen by the Regional Partnership Board. "Tier Two" are business as usual services which have gone through the process of transformational change and are delivering joint working on a regional basis. Examples of Tier two work streams include the Regional Safeguarding Boards for Adults and Children and the Regional Adoption Service. Tier Two projects report to the Western Bay Regional Partnership Board by exception, if there are issues which require escalating to the Board.

Tier one work streams are set out in the governance structure for Western Bay (appendix 1). Community Services, or services for frail people is the largest work stream. One of the main, and quantifiable, pressures on current services arises from the growth in the number of people who are frail. People who are frail are also typically, though not exclusively, old and many will therefore have dementia. Identifying the potential impact on services, and resource use, from this group of people, and then focussing our efforts on meeting these needs differently through an enhanced intermediate, integrated health and social care model is therefore vital.

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Working together Abertawe Bro Morgannwg University Health board, (ABMU HB) the City and County of Swansea (CCoS), Neath Port Talbot County Borough Council (NPT CBC) and Bridgend County Borough Council (BCBC) have developed integrated community services to tackle these pressures.

Community Services

Community Services is the largest of the Western Bay work streams, so much so that it's now regarded as a Programme in its own right.

The Community Services Programme focuses on the transformation of care services for older people by moving away from the traditional institutionalised models of care, to community-based support which helps people to live independently in their own homes and communities for longer.

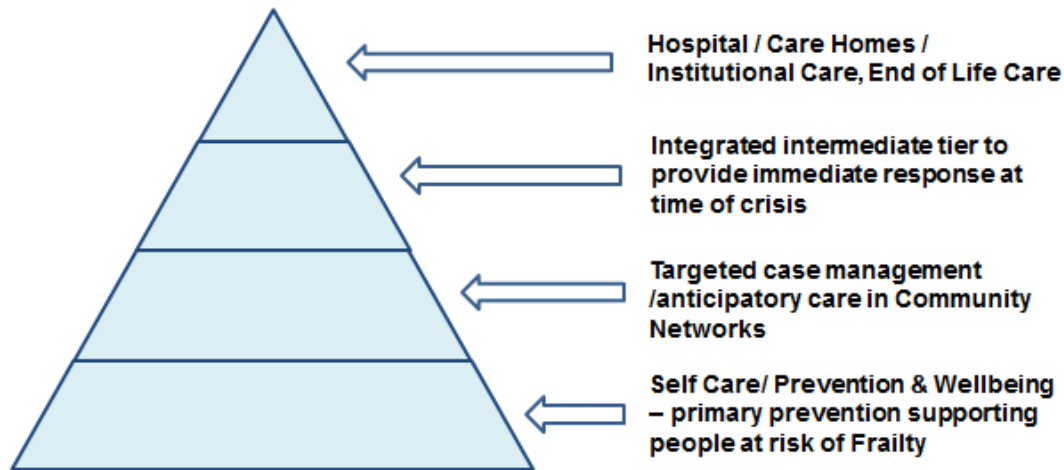
In September 2013, the four core partner organisations, including NPTCBC signed up to a joint commitment to plan and deliver better community services. As part of the ongoing implementation of the joint commitment document, the Programme has undertaken a significant amount of work to implement the first priority of developing Intermediate Care tier services across Western Bay.

The integrated approach between health and social care in Western Bay has overcome challenges around silo working and inertia in well-established organisations, while also working across geographical boundaries.

The focus has been on expanding 'Intermediate Care' teams so that, where possible, people can be cared for in their own homes rather than be admitted into hospital. The approach also supports those leaving hospital, helping them to settle back into a safe and comfortable home.

The Programme has developed a model of care for older people aged 65 and over. The focus of the model is delivering the highest quality of care throughout all of our services and ensuring that people are able to live in their own homes and communities for longer.

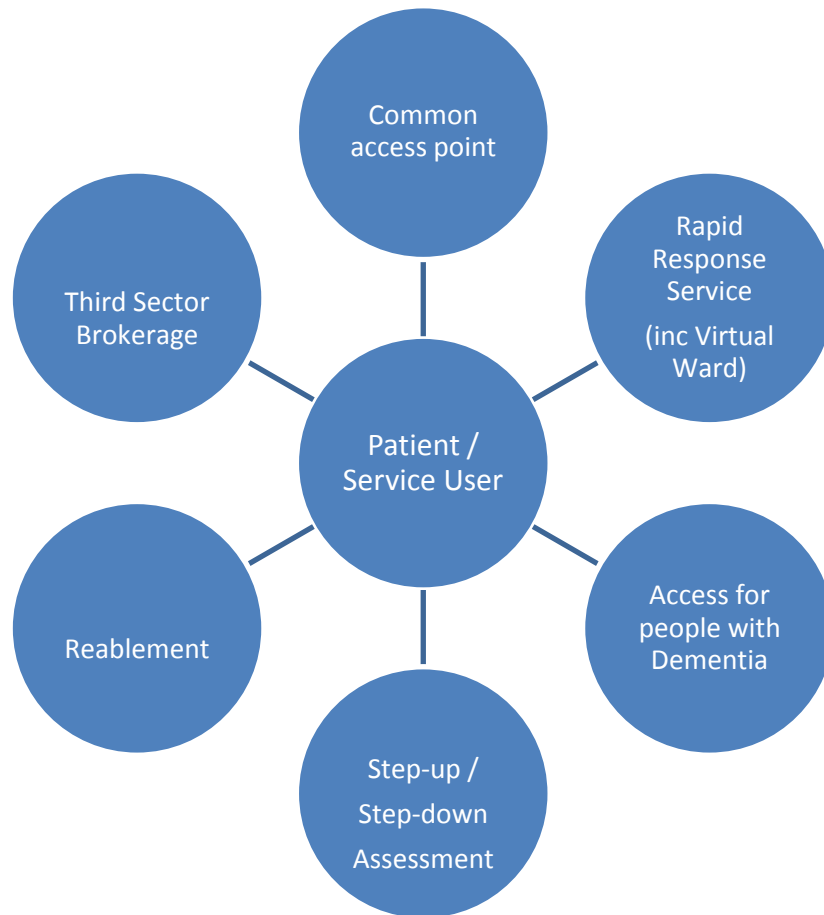
The views of stakeholders (service users, carers, volunteers, third sector colleagues, local authorities and the health board) were used to shape the model, entitled 'What Matters to Me'. The model takes a whole systems approach to improving Community Services, and it informs the work of the Community Services Programme on an ongoing basis.



The Optimal Model of Intermediate Care comprises several key features that have been implemented across the region to ensure equity and consistency of access to services. It forms part of a wider strategic framework for delivering older people's services, as shown above.

The model of integrated intermediate care services (below) provides a number of functions.

Each part of the pathway is supported by a multi-disciplinary – cross sector team from Health and Social care with the most appropriate professional supporting individuals/families as required.



Common Access Point - access via one contact number, on the basis of that conversation, either they are offered a rapid response, advice and information or signposting, including third sector, where appropriate. Where applicable, a proportionate assessment will be undertaken to access the most suitable response or intervention.

Rapid Response - the rapid response service is available through a rapid clinical response (doctor, nurse and/or therapist). The response will be within 4 hours between 8am and 8pm. The main intention of rapid response is avoiding admission where appropriate or expediting discharge.

Access for people with Dementia - a rapid response access pathway for a person with dementia that needs support from a mental health professional during a crisis.

Step-up/Step-down Assessment - a package of care lasting up to 6 weeks, commonly in an individual's usual residential setting, which provides care and support to maximise independence. This would normally be offered where support is needed to avoid hospital admission, or when someone needs intensive support upon discharge from hospital.

Reablement - reablement focuses on helping people to regain skills that they may have lost, due to hospital admission or illness. A package of care lasting up to 6 weeks which may include both health and social care interventions to address the client's individual needs.

Third Sector Brokerage - a third sector representative who operates as part of a Common Access Point to provide alternative solutions where statutory support is not needed.

The model is being delivered across Neath Port Talbot, Bridgend and Swansea for the benefit of people living in the Health Board area.

A joint commitment to delivering improved community services enabling:

- Support for people to remain independent and keep well;
- More people to be cared for at home, with shorter stays in hospital if they are unwell;
- A change in the pathway away from institutional care to community care;
- Less people being asked to consider long term residential or nursing home care, particularly in a crisis;
- More people living with the support of technology and appropriate support services;
- Services that are more joined up around the needs of the individual with less duplication and hand-offs between health and social care agencies;
- More treatment being provided at home, as an alternative to hospital admission;
- Services available on a 7 day basis;

- Earlier diagnosis of dementia and quicker access to specialist support for those who need it.

This means that Community Services are delivering at a local level:

Services that support people to remain confident independent and safe in their own homes for as long as possible and in accordance with their dignity and choice.

Services that are coordinated to reduce the number of unplanned admissions into hospital and long term care and support timely discharge when a hospital admission is appropriate.

Anticipatory Care Planning is a further part of the 'What Matters to Me Model' and aims to support the development of integrated care, enabling proactive management of our most vulnerable residents who are already known to health and social care services. Its aim is to avoid unnecessary admissions to hospital or care homes and enable people to live in their own home for longer by providing a person-centred, co-ordinated, and responsive service.

A Care Home Commissioning group has been established within the Programme, initially to develop a Western Bay Care Home Commissioning Strategy for Older People, which is the subject of a separate report to the Committee. The strategy is a long term vision of the requirements for the care home sector across the Western Bay area given the increased level of community services available.

Over the past 5 years, the care homes market has become increasingly complex, with a number of different challenges, such as demographic changes, closure of homes, homes not meeting quality thresholds and increasing numbers of older people with complex needs. The strategy envisages an environment that actively promotes choice and control, underpinned by robust quality assurance tools ensuring the delivery of effective, positive outcomes. It seeks to ensure that residents can access to information and advice, including advocacy, to make informed choices.

There is a requirement on the Regional Partnership Board to establish a pooled fund arrangement for care home accommodation on a regional footprint by April 2018. Pooled funds should bring more consistency and support a more stable market for commissioning services. The work is

being progressed through the Community Services programme and will build on the formal agreement already in place between NPTCBC and the ABMU HB (Section 33 agreement).

Carers

ABMU Carers Partnership Board was established in 2012 in response to the Carers Strategies (Wales) Measure 2010 which required NHS and Local Authorities in Wales to work in partnership to prepare an Information and Consultation Strategy for Carers. The group produced Valuing Carers - ABMU Carers Partnership Carers Information and Consultation Strategy 2013 – 2016. The purpose of this strategy was to ensure ABMU Health Board and its Local Authority partners work together to inform and consult with Carers when they access health and Local Authority services.

The Health Board had the responsibility for publishing the strategy and both the Health Board and Local Authorities had the responsibility for putting it into action; additionally, they recognise that they could not achieve the outcomes set out in the strategy without the input and support from the Carers Services established in Bridgend, Neath Port Talbot and Swansea. The role Carers Services and Carer representative organisations play in supporting Carers is valued and was captured in the strategy. The Valuing Carers strategy and action plan covered a three year period and ran from 1st April 2013 to 31st March 2016. This has been followed by a Transition Plan which outlines the work of the Board in support of carers.

The Carers Partnership Board is currently chaired by the Director of Primary and Community Services ABMU and the Director of Social Services and Well-being Bridgend County Borough Council is vice chair. In addition, the Board comprises the Local Authority Officers /Carers Lead, Locality Planning and Partnership Managers, and Locality Planning and Partnership Support Managers, ABMU Programme Manager Mental Health, ABMU Carers Champion, Managers of Swansea, Bridgend and Neath Port Talbot Carers Services, NPT CVS Health and Well-being Facilitator and the Regional Programme Director, Western Bay.

Carers' views shape the work of ABMU Carers Partnership Board. This is achieved through the presentation of Carers feedback each quarter and

comments from local Carer Centres/ Service and Young Carers Projects. In addition views are gathered at ABMU wide events where Carers and Young Carers from the three local authority areas come together.

Having progressed the regional Adoption Service and supported the establishment of the Integrated Family Support Service, Heads of Children's Services have become part of Western Bay at Tier 1 to progress work on regional advocacy for children. Also to establish a Multi Agency Placement Support Service. MAPPS is a multi-disciplinary team that aims to help children with, or at risk of mental illness and emotional and behavioural difficulties by providing specialist placement support. The Service will support children to ensure practice across the Western Bay Region is preventative, pro-active, planned and promotes permanence. The Heads of Children's Services are further working closely with ABMU HB in relation to CAMHS services.

Integrated Autism Service

As part of the Welsh Government strategy to support people with autism, there is a funding commitment to the development of a national service that: is equitable across Wales; provides consistent accessible information and provides consistent accessible support for people with autism. The Integrated Autism Service is to be established on a regional basis (mirroring Health Board footprints). The aim of the service is to ensure that autistic individuals, their family and carers are able to access the advice, support and interventions needed to enable them to reach their full potential where these are otherwise unavailable. This is a more recent work stream in the Western Bay programme being led by the ABMU HB.

Welsh Community Care Information Service (WCCIS)

The Welsh Community Care Information Service (WCCIS) is an electronic information sharing platform designed to deliver improved care and support for people across Wales. By allowing information to be shared quickly and securely, the WCCIS enables Health Boards and Social Services staff to work together to plan, co-ordinate, and deliver services and support for individuals, families and communities. It will show a patient/client's progress within their Health and Social Care journey and provide professionals with clear and consistent data records.

The benefits of WCCIS include the ability to share information across Health and Social Care services which previously have been frustrated by the use of different Social Care and NHS Wales community health systems across Wales. This is a consistent problem that has often created a barrier to effective integration between Local Authorities and Health Boards. The WCCIS provides a solution to many of these information sharing problems, with some of the key advantages being: access to more comprehensive, joined up data; less chasing for information; less paperwork; more time for staff to focus on care; more person-focused, coordinated care for individuals and their families.

A regional business plan has been produced which sets out the benefits and an outline time scale for deployment of WCCIS across Western Bay. NPTCBC has indicated that the system will not be adopted before 2019.

Contracting and Procurement Project

The main aims of the Contracting and Procurement project are:

To effect a sustainable and efficient 'practice to commissioning' methodology across Western Bay which commissions high quality health and social care services which are proportionate to need and are cost effective.

To enable sharing and coordination of information, intelligence and planning together in service area of common interest.

To help partners shift front line practice towards the requirement of the Social Services and Well-being (Wales) Act 2014.

This is achieved through the following work streams:

Outcome Focused Assessments

The Outcome Focused Assessment reassesses an individual's needs and recognises outcomes based on the progression model and further identifies areas where independence can be developed.

The assessment recognises the strengths of an organisation and the individual and identifies areas that could be further developed. The process is outcome focused and ensures that the individual has every

opportunity to meet their full potential. The overall cost of the placement is reviewed to ensure it is competitive and benchmarked in line with current market values.

This process ensures that the individual is receiving a good quality service that meets their needs to achieve agreed outcomes. This has to be at a price that is reasonable and sustainable to ensure effective service delivery.

Mental Health & Learning Disability Brokerage

Regional Service for Residential Placements (including Nursing)

The Mental Health Regional Brokerage service is a process where Care Coordinators, with the support of other professionals, complete a brokerage form for all new placements which details a service user's needs and the outcomes to be achieved by the provider.

Once funding in principle has been agreed by the relevant organisational lead, the Regional Officer will match the referral to a database of accredited providers and seek expressions of interest requesting details of how specific outcomes will be met, and at what cost.

Embedding the Outcomes Focused Process across the Region

The project team are working closely with partner organisations in order to embed the Outcomes Focused Methodology into social work teams.

Outcome Focused Assessments for Children with Complex Needs in Managed Care Services

Following a pilot, the project is reviewing Children with Complex Needs in Managed Care Services. Initially, six individuals were identified (two per Local Authority area) for review, to ensure that the same process can be applied to children as adults. The outcomes of the pilot proved that there was a case for rolling out the review process.

Considerable savings and levels of cost avoidance have been achieved in the work with adults which can be provided to the Committee, together

with case studies about improved outcomes for people locally who receive packages of care.

National Collaborative Framework

Western Bay has been involved in the development of a National Framework for Younger Adults (18 – 64 years) in Mental Health and Learning Disabilities Care Homes & Care Homes with Nursing for NHS and Local Authorities in Wales.

The key objectives for the Framework are as follows:

To improve health and wellbeing of patients / citizens within publicly funded externally provided care settings.

To improve quality and safety assurances of the care provided within publicly funded externally provided care settings.

To reduce the overall publicly funded costs of externally provided care.

Regional Quality Framework (RQF) for Care Homes

This aspect of the project relates to the implementation and governance of the Regional Quality Framework (RQF) for care homes within the Western Bay region.

The RQF is a document created by My Home Life Cymru in partnership with the Western Bay Health and Social Care Programme to assess the quality of care delivered to care home residents in the areas of Bridgend, Neath Port Talbot and Swansea.

It helps commissioners to monitor care services in a more consistent manner, setting out a clear ratings system of Gold, Silver and Bronze.

An accompanying Toolkit has been devised offering practical guidance for care homes to benchmark and strive for continuous improvement against a clear set of criteria.

The RQF works across the Contracting and Procurement project and the Community Services Programme and is being implemented across the region with a view to being incorporated into future commissioning activities.

Unmet Need within Mental Health

A programme of work is underway across the region to identify unmet need within the Mental Health service. Officers from across the region are gathering data which will inform partners of commissioning options.

Workforce Development

Workforce Development is an important part of any change programme and working closely with Social Care Wales, a regional plan is being developed which sets out the priorities for workforce development in delivering services in response to the Social Services and Wellbeing (Wales) Act.

Prevention and Wellbeing

Prevention and Wellbeing is no longer an explicit work stream in Western Bay but it underpins the programme. One practical example is Local Area Coordination which was piloted by the City & County of Swansea and with Welsh Government funding support, was piloted in Neath Port Talbot and Bridgend. An evaluation of LAC was undertaken by Swansea University for Western Bay.

Funding

Increasingly over the past 5-10 years, Welsh Government policy direction has been to emphasise the importance of working together across geographical and sector boundaries to transform services for people and to realise efficiencies. Several health and social care related funding streams are allocated regionally, many on the Western Bay footprint. The main sources of funding overseen by the Regional Partnership Board have been Integrated Care Fund (formerly Intermediate Care Fund) and Delivering Transformation Grant.

The ICF in 2017/18 of £10m has been allocated to the ABMU HB with a set of criteria which includes oversight by the Regional Partnership Board.

The Western Bay Programme Office is hosted by the City & County of Swansea, through the employment of a small team of staff who coordinate and support a set of programmes and projects that progress

health and social care integration. The funding for this arrangement has to date been through different Welsh Government funding streams (Regional Collaboration Fund, Delivering Transformation Grant and Intermediate Care Fund). Welsh Government transferred the Delivering Transformation Grant funding to the Revenue Support Grant to continue to support the regional joint working activity and new requirements around partnership working, as required within the Social Services and Well-Being (Wales) Act 2014. Part 9 of the Act specifically imposes legislative obligations on partners relating to Partnership Arrangements. It requires Local Authorities and the Health Board to make arrangements to promote co-operation with their relevant partners and others, in relation to adults with needs for care and support, carers and children. It also provides Welsh Ministers with regulation making powers in relation to formal partnership arrangements, resources for partnership arrangements (including pooled funds) and partnership boards. There is a statutory requirement for Directors of Social Services to ensure that partnership working arrangements are in place and are delivering improved effectiveness and efficiency in relation to the delivery of care and support services to address care and support needs, and support needs for carers, identified in the population needs assessment. A draft Partnership Agreement has been developed to reflect the agreed partner contributions required to support the Western Bay Programme Office. The draft Partnership Agreement is based on the provisions of Section 33 of the National Health Services (Wales) Act 2006, which enables the Health Board and Local Authorities to pool funds to enable the provision of shared services. A separate report seeking agreement for this arrangement will be brought to the Committee.

Governance

As a result of the Social Services and Wellbeing (Wales) Act 2016, the partnership has been established on a statutory footing and there is a requirement for the 3 Local Authorities and the Health Board to work together to progress integrated regional working between health and social care, with non statutory partners, through a Regional Partnership Board. The Western Bay Regional Partnership Board was formally established in November 2017, although it was preceded by a Partnership Forum established in 2014, with fewer representatives on it but including the Leader and portfolio holders. Scrutiny of the programme has remained with each of the LAs and HB, although interest in a regional

scrutiny arrangement has previously been put forward by Bridgend CBC and the City & County of Swansea.

To support a share of ownership and engagement across the work streams, sponsors and leads have been agreed from either the Local Authorities, or the Health Board.

The introduction of the Social Services and Wellbeing (Wales) Act in April 2016 has been a key driver for change over the past 12 months. Its principles are based on collaboration, integration, prevention and empowering those receiving services by ensuring their needs and aspirations remain at the very heart of service planning and delivery.

The Act represents an important culture shift for health and social care services in Wales. In Western Bay, the partners have welcomed the opportunity to embrace change by coming together, sharing information and resources and shaping strong and sustainable services for the future.

Communication

Communication of the Western Bay programme has been identified as a priority and regular communications are circulated via a quarterly newsletter and bulletins. The Western Bay web-site captures information about the programme and is a useful reference point www.westernbay.org.uk . Service user case studies are also captured and collated with partners across the various work streams and provide a powerful tool in capturing the impact of the programme. An 'induction video' was produced by the Western Bay Programme Office to provide newly elected Members with an overview of the Programme (available on YouTube: <https://www.youtube.com/watch?v=y5KLiulqwKE&feature=youtu.be>).

Financial Impact

4. There are no financial impacts associated with this report.

Equality Impact Assessment

5. There are no equality impacts associated with this report.

Workforce Impacts

6. There are no workforce impacts associated with this report.

Legal Impacts

7. There are no legal impacts associated with this report.

Risk Management

8. There are no risk management issues associated with this report.

Consultation

9. There is no requirement under the Constitution for external consultation on this item.

Appendices

Western Bay Health and Social Care Programme Governance Structure v13 (August 2017)

List of Background Papers

<http://moderngov.neath-porttalbot.gov.uk/documents/s20780/Western%20Bay%20Report%20NPT%20Scrutiny%20Committee%2016%2003%2010%202.pdf>

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