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Well-being of Future Generations: An examination of the development of new community based models of service with a focus on early intervention and prevention, choice, control and independence – **Rhondda Cynon Taf County Borough Council**

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This document is also available in Welsh.

The team who delivered the work comprised Colin Davies, Justine Morgan, Gareth W. Lewis and Sara Leahy under the direction of Jane Holownia.

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Summary report

Summary

Why we undertook the Examination

- 1 In accordance with the Wellbeing of Future Generations (Wales) Act 2015 (the Act) the Auditor General for Wales (the Auditor General) is statutorily required to examine public bodies to assess the extent to which they have acted in accordance with the sustainable development principle when:
 - a. setting their well-being objectives; and
 - b. taking steps to meet them.

The Act defines the sustainable development principle as acting in a manner: ‘...which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs’
- 2 The Auditor General must provide a report on his examinations to the National Assembly for Wales at least a year before each Assembly election. The first such report must be published by 2020, before the 2021 Assembly election.
- 3 During 2018-19 the Auditor General is undertaking examinations across the 44 bodies covered by the Act to inform his report to the National Assembly.
- 4 In May 2018, the Auditor General published his report, ‘Reflecting on Year One – How have public bodies responded to the Well-being of Future Generations Act (2015)’. He concluded that, public bodies support the principles of the Act and are taking steps to change how they work.
- 5 In developing our approach to undertaking the examinations during 2018-19 we engaged with a range of stakeholders including through our pilot work during 2017-18. We also worked closely with the Future Generations Commissioner.
- 6 As the preliminary work in year one included a consideration of how public bodies had set their Well-being Objectives the principal focus of this work is the way in which public bodies are taking steps to meet their well-being objectives.
- 7 The findings in this report are based on fieldwork that we undertook during the period October 2018 to May 2019.
- 8 This report sets out our findings from our examination of the step, ‘Develop new community based models of service with a focus on early intervention and prevention, choice, control and independence’. This step is underpinned by the sub-action, ‘Work with Merthyr Tydfil County Borough Council and Cwm Taf University Health Board to develop a community response service’. This step and associated sub-actions are supporting the Council’s well-being objective, ‘People – promoting independence and positive lives for everyone’.
- 9 It also sets out the Council’s initial response to our findings.

What we examined

- 10 We examined the extent to which the Council is acting in accordance with the sustainable development principle in its work with partners to develop new community based models of service with a focus on early intervention and prevention, choice, control and independence across the Cwm Taf Health Board footprint. In developing this model, the Council has worked with Merthyr Tydfil County Borough Council and Cwm Taf University Health Board to develop a community response service, called Stay Well at Home (SW@H).
- 11 In order to act in accordance with the sustainable development principle public bodies must take account of the following 'ways of working':

Exhibit 1: the 'five ways of working'

The table below sets out the 'five ways of working' as defined in the Welsh Government's 'Well-being of Future Generations (Wales) Act 2015 The Essentials'¹ document.

The Five Ways of Working
Long-term The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.
Prevention How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.
Integration Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.
Collaboration Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives.
Involvement The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves.

- 12 Our examination found that: The Council is acting in accordance with the sustainable development principle in developing and implementing the new community based models of service, and recognises a number of areas where it could further embed the five ways of working.

¹ Well-being of Future Generations (Wales) Act 2015 The Essentials, Welsh Government (2015)

Detailed report

Part One: Examination Findings

The Council is acting in accordance with the sustainable development principle in developing and implementing the new community based models of service, and recognises a number of areas where it could further embed the five ways of working

The Council and its partners have clearly considered how the new community based models of service will meet short-term and long-term needs and recognise the need to review the funding mechanism to ensure long-term sustainability

What we looked for

- 13 We looked for evidence of:
- a thorough understanding of current and long-term needs and the associated challenges and opportunities;
 - planning over an appropriate timescale;
 - resources allocated to ensure long-term benefits; and
 - appropriate monitoring and review.
- 14 Our examination was also informed by the positive indicators for the 'long-term' that we have identified and used as part of this examination.²

What we found

- 15 We identified the following strengths:
- The partner organisations had recognised that ageing populations would need ever-increasing services and if the services were not re-designed then the crisis management experienced in the extended period of Gold Command in the winter of 2015-16 would become the norm.

² See Appendix 1

- There is a clear commitment from all organisations involved in the partnership, supported with a legal agreement, which illustrates the new service model is a transformative change for the long-term.
 - The Council has made permanent appointments which illustrates its commitment to the long-term.
 - The partnership is following a phased approach. Phase 1 of the project has laid the foundation for the further transformational developments of Phase 2. Phase 1 had given the platform for the next stage by providing quick wins and testing important service models.
- 16 We identified the following issues for the Council to consider in developing its future plans for the new community based models of service:
- The partnership was unable to state how long 'long-term' meant in the case of SW@H as it depended on the continuation of the funding from ICF. The certainty of this funding stream is not guaranteed.
 - If the ICF funding were to end in the future, a great deal of 'un-picking' would need to be done to separate the new work streams in line with service and departmental budget allocations. The partnership recognises the need to review different funding arrangements (e.g. pooled budgets) to reduce the potential for disagreements regarding future funding and cost allocation.
 - The new way of working places considerable pressure on domiciliary care in the community. Whilst the Council has confidence in its community services, the partnership is aware of the need for continuous monitoring to ensure appropriate domiciliary care capacity is maintained.

The new community based models of service are focused on preventing problems from occurring and/or worsening in the future

What we looked for

- 17 We looked for evidence of:
- a thorough understanding of the nature and type of problem the step could help prevent from occurring or getting worse;
 - resources allocated to ensure preventative benefits will be delivered; and
 - monitoring and review of how effectively the step is preventing problems from occurring or getting worse.
- 18 Our examination was also informed by the positive indicators for 'prevention' that we have identified and used as part of this examination.³

³ See Appendix 1

What we found

- 19 We identified the following strengths:
- Prevention is the fundamental aspect of the SW@H Service as it aims to prevent future health crises occurring and avoid unnecessary hospital admissions and lengthy hospital stays.
 - Phase 2 of the project aims to take prevention even further by looking at preventing people arriving at hospital in the first place and targeting 'at risk' people before an episode happens to them.
 - The Council has quantitative data to show numbers of admissions and average length of stay have decreased. It also has qualitative data in the form of patient stories which highlight the benefits the service is providing to people by enabling them to return to their homes as soon as possible.
- 20 We identified the following issues for the Council to consider in developing its future plans for the new community based models of service:
- The Council is aware of the pressure the SW@H Service is placing on domiciliary care in the community, in terms of increasing numbers and more complex needs. The Council must monitor the capacity of domiciliary care as future pressure intensifies.
 - The partnership has identified the need to look at a different aspect of prevention (e.g. GPs, nurses, paramedics and pharmacists) – preventing people getting to hospital in the first place. The Council told us this will be the focus of Phase 2.
 - The Council should take the opportunity to think more broadly over the long-term, to identify how other services and partners (within and outside of the Council), can be involved further upstream.
 - Further develop the 'Single Carers' Project.
 - Further promote the role of 'Dewis' to ensure that services available through the third sector are sufficiently promoted to those who would benefit.
 - The Council is investigating further areas of investment for SW@H:
 - More vehicle drivers to help deliver equipment to individuals in the community;
 - additional training, signposting and awareness raising for front line staff;
 - more dedicated resource to register domiciliary care staff; and
 - assisted technology to help staff on the front line (e.g. handsets).

The Council has taken an integrated approach to delivering the new community based models of service and has considered how these services contribute to wellbeing goals and objectives

What we looked for

- 21 We looked for evidence that the Council had considered:
- how this step could contribute to the seven national well-being goals;
 - how delivery of this step will impact on the Council's well-being objectives and wider priorities; and
 - how delivery of this step will impact on other public bodies' well-being objectives.
- 22 Our examination was also informed by the positive indicators for 'integration' that we have identified and used as part of this examination.⁴

What we found

- 23 We identified the following strengths:
- The Council has clearly considered how this step contributes to its wellbeing objectives by providing more timely and accessible services to patients; providing sustainable unscheduled care services; enhancing capacity in the community; strengthening integration; and making more efficient use of public resources.
 - The Council, as part of the partnership, has considered how the step will impact on other public bodies' wellbeing objectives. The development of integrated @Home services is a key priority within the Cwm Taf Joint Commissioning Statement for Older People's Services 2015-2025, and Cwm Taf UHB's Integrated Medium Term Plan 2016-19.
 - Mature relationships between the main partners already existed and there is a regional commitment to integrated working in place from the Cwm Taf Social Services Regional Partnership Board.
 - The partnership identified that further work on integration is required with the domiciliary care services commissioned from the independent sector. The Council must ensure that the operations of any private sector organisation it commissions meet the requirements of the Act.
- 24 We identified the following issues for the Council to consider in developing its future plans for the new community based models of service:

⁴ See Appendix 1

- Develop the next phase in the project, SW@H2, learning from the experiences in Phase 1.
- Partners should consider how to optimise the accessibility and sharing of information. One assessment form is now used but different IT systems make sharing the information difficult. The Council has been talking for some time about integrating systems between Health and Social Care.

The Council is collaborating well with its partners in designing and developing the new community based models of service

What we looked for

- 25 We looked for evidence that the Council:
- has considered how it could work with others to deliver the step (to meet its well-being objectives, or assist another body to meet its well-being objectives);
 - is collaborating effectively to deliver the step; and
 - is monitoring and reviewing whether the collaboration is helping it or its stakeholders meet well-being objectives.
- 26 Our examination was also informed by the positive indicators for 'collaboration' that we have identified and used as part of this examination.⁵

What we found

- 27 We identified the following strengths:
- Collaborative working is a key component of the SW@H Service. The SW@H Service has further developed the existing partnership working within Cwm Taf.
 - The three main partner organisations collaborated to develop and implement the SW@H Service. Collaboration had overcome the fundamental drivers (e.g. eligibility criteria vs free at the point of delivery) to create an effective service.
 - The Project has seen high levels of collaboration between the main organisations and the relevant Trade Unions in advance of team restructures to create the SW@H model.
 - There has been collaboration with pharmacists across Cwm Taf to produce the Community Medication Administration Policy and implement the Medicines @Home arm of the service.

⁵ See Appendix 1

- Senior leadership has empowered and supported professional and operational staff to progress the SW@H project, and this has helped to overcome any barriers within the partnership.
- 28 We identified the following issues for the Council to consider in developing its future plans for the new community based models of service:
- Dedicated project management resources from the start of the project would have made the project easier to implement. The lack of this resource took senior officers away from other tasks in order to write reports; collate and analyse evaluation measures; and attend team meetings.

The Council is effectively involving stakeholders in the design and delivery of the new community based models of service

What we looked for

- 29 We looked for evidence that the Council has:
- identified who it needs to involve in designing and delivering the step;
 - effectively involved key stakeholders in designing and delivering the step;
 - used the results of involvement to shape the development and delivery of the step; and
 - sought to learn lessons and improve its approach to involvement.
- 30 Our examination was also informed by the positive indicators for 'involvement' that we have identified and used as part of this examination.⁶

⁶ See Appendix 1

What we found

31 We identified the following strengths:

- The SW@H Project places the voice of the individual at the centre of the assessment and, crucially, includes the voice of the carer in the 'what matters' conversation.
- The partnership has involved service users and their families as well as the wider community in developing the service by:
 - direct engagement with the Older People's Forums and Older People Advisory Groups across Cwm Taf;
 - engagement with the Third Sector through the Health and Social Care Network, and
 - targeted engagement with Citizen's Panels, Care Fund Community Coordinators and other partners.
- The SW@H Project will continue to have 'what matters' conversations with service users, carers and families to involve them in decisions about their care.
- The Council has used electronic surveys to gather feedback from service users on each specific part of the process. The data from these surveys was collated and used to evidence service performance and to inform the development of Phase 2.

32 We identified the following issues for the Council to consider in developing its future plans for the new community based models of service:

- The Council has identified that it would have benefited from a dedicated, central resource to collect, analyse and report on feedback from service users and partner organisations. The Council does not own all the data it needs and is reliant on partner organisations to provide the information it needs.

Part Two: Council's response

- 33 Following the conclusion of our fieldwork we presented our findings to the Council at a workshop in May 2019 that was attended by the Cabinet Member for Adult Community Services and Welsh Language, senior officers of the Council, and operational officers from the project team. At this workshop the Council began to consider its response to our findings. The Council will further consider these alongside the actions that it is developing with partners to take forward Phase 2 of the SW@H Project.
- 34 We will continue to monitor the Council's progress in addressing the issues we have identified in our findings.

Appendix 1

Positive Indicators of the Five Ways of Working

The table below sets out 'positive indicators' for each of the five ways of working that we have identified and will use to help inform our assessments of the extent to which bodies may be applying the Sustainable Development Principle (SDP). We do not intend to use the indicators as a 'checklist'. They should be viewed as 'indicators' that will help us to form conclusions, rather than 'determinants' of the extent to which a body is acting in accordance with the SDP in taking steps to meet its wellbeing objectives.

Exhibit 2: Positive Indicators of the Five Ways of Working

What would show a body is fully applying the long-term way of working?
<ul style="list-style-type: none">• There is a clear understanding of what 'long-term' means in the context of the Act.• They have designed the step to deliver the wellbeing objective/s and contribute to their long-term vision.• They have designed the step to deliver short or medium-term benefits, which are balanced with the impact over the long-term (within the project context).• They have designed the step based on a sophisticated understanding of current and future need and pressures, including analysis of future trends.• Consequently, there is a comprehensive understanding of current and future risks and opportunities.• Resources have been allocated to ensure long-term as well as short-term benefits are delivered.• There is a focus on delivering outcomes, with milestones/progression steps identified where outcomes will be delivered over the long-term.• They are open to new ways of doing things which could help deliver benefits over the longer term.• They value intelligence and pursue evidence-based approaches.
What would show a body is fully applying the preventative way of working?
<ul style="list-style-type: none">• The body seeks to understand the root causes of problems so that negative cycles and intergenerational challenges can be tackled.• The body sees challenges from a system-wide perspective, recognising and valuing the long-term benefits that they can deliver for people and places.• The body allocates resources to preventative action that is likely to contribute to better outcomes and use of resources over the longer-term, even where this may limit the ability to meet some short-term needs.• There are decision-making and accountability arrangements that recognise the value of preventative action and accept short-term reductions in performance and resources in the pursuit of anticipated improvements in outcomes and use of resources.

What would show a body is taking an 'integrated' approach?

- Individuals at all levels understand their contribution to the delivery of the vision and wellbeing objectives.
- Individuals at all levels understand what different parts of the organisation do and proactively seek opportunities to work across organisational boundaries. This is replicated in their work with other public bodies.
- Individuals at all levels recognise the cross-organisation dependencies of achieving the ambition and objectives.
- There is an open culture where information is shared.
- There is a well-developed understanding of how the wellbeing objectives and steps to meet them impact on other public sector bodies.
- Individuals proactively work across organisational boundaries to maximise their contribution across the wellbeing goals and minimise negative impacts.
- Governance, structures and processes support this, as do behaviours.

What would show a body is collaborating effectively?

- The body is focused on place, community and outcomes rather than organisational boundaries.
- The body has a good understanding of partners' objectives and their responsibilities, which helps to drive collaborative activity.
- The body has positive and mature relationships with stakeholders, where information is shared in an open and transparent way.
- The body recognises and values the contributions that all partners can make.
- The body seeks to establish shared processes and ways of working, where appropriate.

What would show a body is involving people effectively?

- Having an understanding of who needs to be involved and why.
- Reflecting on how well the needs and challenges facing those people are currently understood.
- Working co-productively, working with stakeholders to design and deliver.
- Seeing the views of stakeholders as a vital source of information that will help deliver better outcomes.
- Ensuring that the full diversity of stakeholders is represented and they are able to take part.
- Having mature and trusting relationships with its stakeholders where there is ongoing dialogue and information is shared in an open and transparent way.
- Ensure stakeholders understand the impact of their contribution.
- Seek feedback from key stakeholders which is used to help learn and improve.

Wales Audit Office
24 Cathedral Road
Cardiff CF11 9LJ

Tel: 029 2032 0500

Fax: 029 2032 0600

Textphone: 029 2032 0660

E-mail: info@audit.wales

Website: www.audit.wales

Swyddfa Archwilio Cymru
24 Heol y Gadeirlan
Caerdydd CF11 9LJ

Ffôn: 029 2032 0500

Ffacs: 029 2032 0600

Ffôn testun: 029 2032 0660

E-bost: post@archwilio.cymru

Gwefan: www.archwilio.cymru