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Well-being of Future Generations: An examination of the design and implementation of the Council's Integrated Services Model – **Ceredigion County Council**

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This document is also available in Welsh.

The work was delivered by Nigel Griffiths and Jeremy Evans under the direction of Huw Rees.

Contents

The Council is effectively considering and applying the sustainable development principle in designing and implementing the Integrated Services Model and is pursuing opportunities to further embed the five ways of working.

Summary report

Summary	4
---------	---

Detailed report

Part One: Examination Findings

The design of the Integrated Services Model is based on a clear understanding of the short, medium and long-term social care needs in the County	6
--	---

Early intervention to prevent social care problems escalating is a focus of the Integrated Services Model and will assist the Council and its partners to meet their well-being objectives	7
--	---

The Integrated Services Model supports the well-being objectives of the Council and its partners and the national well-being goals but more detailed equality and privacy impact assessments should be undertaken	8
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Early collaboration has enabled the Council to build good relationships with its partners and establish a co-ordinated approach to the design and implementation of the Integrated Services Model	9
---	---

Councillors, staff and partners are contributing to the design and implementation of the Integrated Services Model with plans to establish detailed user requirements during the development of service strategies	10
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Part Two: Council's response	12
------------------------------	----

Appendices

Appendix 1 – Positive Indicators of the Five Ways of Working	14
--	----

Appendix 2 – Integrated Services Model – Operational Flowchart	16
--	----

Appendix 3 – Integrated Services Model – Prevention vs Planned Care and Support	17
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Summary report

Summary

Why we undertook the Examination

- 1 In accordance with the Well-being 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 wellbeing objectives; and
 - b taking steps to meet them.
- 2 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’.
- 3 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 in 2020, before the 2021 Assembly election.
- 4 The Auditor General has undertaken examinations across the 44 bodies covered by the Act to inform his report to the National Assembly during 2018-19 and 2019-20.
- 5 The findings in this report are based on fieldwork that we undertook during the period June to September 2019.
- 6 This report sets out our findings from our examination of how the design and implementation of the Integrated Services Model is assisting the Council to meet its well-being objectives.
- 7 The report also sets out the Council’s initial response to our findings.

What we examined

- 8 We examined the extent to which the Council is acting in accordance with the sustainable development principle in the design and implementation of the Integrated Services Model.
- 9 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 wellbeing objectives may impact upon each of the wellbeing 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 wellbeing objectives.
Involvement The importance of involving people with an interest in achieving the wellbeing goals, and ensuring that those people reflect the diversity of the area which the body serves.

- 10 Our examination found that the Council is effectively considering and applying the sustainable development principle in designing and implementing the Integrated Services Model and is pursuing opportunities to further embed the five ways of working.

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

Detailed report

Part One: Examination Findings

The design of the Integrated Services Model is based on a clear understanding of the short, medium and long-term social care needs in the County

What we looked for

- 11 We looked for evidence that the Council:
 - has a thorough understanding of current and long-term needs and the associated challenges and opportunities;
 - is planning over an appropriate timescale;
 - has resources allocated to ensure long-term benefits; and
 - has appropriate monitoring and review.
- 12 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

- 13 We identified the following strengths:
 - senior officers and Council members have a clear understanding of the short and long-term needs, challenges and opportunities for the provision of social care in the County;
 - the Integrated Services Model seeks to balance short and long-term needs including those of long-term age demographic challenges and short-term needs of young people; and
 - the Integrated Services Model is part of a programme 'to take social services delivery forward for the next ten years and beyond'.
- 14 We identified the following opportunities:
 - further analysis of the funding, estimated costs and savings will assist in providing further clarity around the financial and operational sustainability of the Integrated Services Model; and
 - development of performance measures to assess progress towards the Council's short and long-term social care objectives.

² See Appendix 1

Early intervention to prevent social care problems escalating is a focus of the Integrated Services Model and will assist the Council and its partners to meet their well-being objectives

What we looked for

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

What we found

- 17 We identified the following strengths:
- the Council has undertaken a detailed analysis to identify the root causes of social care issues in the County and to ensure prevention is one of the main considerations in the design and implementation of the Integrated Services Model;
 - the Porth Ceredigion and Porth Cymorth Cynnar elements of the Integrated Services Model are designed, and will be staffed, to provide multi-agency teams and services focussed on early help and intervention⁴;
 - adoption of the 'Signs of Safety' approach across social care provision provides a greater focus on prevention as it moves away from deficit-based planning ('what's worrying you?') to strength-based planning ('what's working well?' and 'how can this be built on to stop the situation worsening?'); and
 - early intervention will reduce the need for citizens requiring support to access more formal and costly services including residential care and safeguarding.⁵

³ See Appendix 1

⁴ See Appendix 2

⁵ See Appendix 3

The Integrated Services Model supports the well-being objectives of the Council and its partners and the national well-being goals but more detailed equality and privacy impact assessments should be undertaken

What we looked for

- 18 We looked for evidence that the Council understands:
- 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.
- 19 Our examination was also informed by the positive indicators for 'integration' that we have identified and used as part of this examination.⁶

What we found

- 20 We identified the following strengths:
- the 2017-2022 Corporate Strategy provides clear links between the Council's priorities, well-being objectives and the national well-being goals.
 - the Council's draft Integrated Impact Assessment demonstrates how the Integrated Services Model supports the:
 - corporate priority of 'Enabling Individual and Family Resilience';
 - five ways of working; and
 - national Well-being goals.
 - the Integrated Services Model's aims on early intervention and prevention align with, and support, the objectives of the Council's partners including:
 - Hywel Dda University Health Board – A Healthier Mid and West Wales – Our Future Generations Living Well Strategy – 'Hywel Dda University Health Board is committed to a transformational shift ... putting a preventative approach into all we do'; and
 - Mid and West Wales Fire and Rescue Service and Dyfed Powys Police – Police and Crime Plan 2017-2021 – 'Safeguarding vulnerable people requires a multi-agency approach ... focussing on prevention and early intervention initiatives'.

⁶ See Appendix 1

21 We identified the following opportunities:

- completion of a full Equality Impact Assessment to examine how 'due regard' has been given to the 'implementation of a new practice' and how the operation of the Integrated Services Model:
 - impacts on the ability of the Council to meet the General Equality Duty;
 - supports, and is compatible with, the European Convention on Human Rights. Article 8 protects the right to a private family life which includes matters of autonomy and self-determination as well as the privacy and confidentiality of personal documents and correspondence; and
 - meets the Welsh Language Standard.
- completion of a full Privacy Impact Assessment required under General Data Protection Regulation (GDPR) where processing is planned which could have a significant impact on 'the rights and freedoms of individuals – including that from the development of a new or enhanced system, processes or activities which involve personal data.

Early collaboration has enabled the Council to build good relationships with its partners and establish a co-ordinated approach to the design and implementation of the Integrated Services Model

What we looked for

22 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 wellbeing 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.

23 Our examination was also informed by the positive indicators for 'collaboration' that we have identified and used as part of this examination.⁷

⁷ See Appendix 1

What we found

24 We identified the following strengths:

- collaboration with partners is facilitated through a number of channels including:
 - PSB Co-location and Integration of Frontline Services Project Group – includes representatives from the Hywel Dda University Health Board, Dyfed Powys Police, Mid and West Wales Fire and Rescue Service, Public Health Wales and the Child and Adolescent Mental Health Service;
 - Regional Partnership Board; and
 - Early Action Together Programme Board.
- building of close working relationships have established trust and shared goals which provide a good basis to tackle areas such as pooled resources.

Councillors, staff and partners are contributing to the design and implementation of the Integrated Services Model with plans to establish detailed user requirements during the development of service strategies

What we looked for

25 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.

26 Our examination was also informed by the positive indicators for 'involvement' that we have identified and used as part of this examination.⁸

⁸ See Appendix 1

What we found

27 We identified the following strengths:

- councillors have attended a series of workshops and presentations;
- staff engagement has included:
 - senior and middle management involved in three Task and Finish Groups covering the Integration, Community Hubs and Through Age Services elements of the Integrated Services Model; and
 - staff involved in the operation of the Integrated Services Model attended workshops in July and August 2019.
- partners including Hywel Dda University Health Board, Dyfed Powys Police, Mid Wales Fire and Rescue Service and the voluntary sector are closely involved in the design and implementation of the Integrated Services Model.

28 We identified the following opportunities:

- involve client groups in shaping the delivery portals; and
- use the results of the Equality Impact Assessment to ensure involvement of all the diverse sections of users of the Integrated Services Model, including those in hard to reach groups, when developing the service strategies.

Part Two: Council's response

- 29 Following the conclusion of our fieldwork, we presented our findings to the Council at a workshop in September 2019. Following the workshop, the Council produced an action plan to address the proposals for improvement identified in this report. We will monitor the Council's progress in implementing the action plan.

Opportunity	Council actions
<p>Long-term</p> <ul style="list-style-type: none"> • Further analysis of the funding, estimated costs and savings will assist in providing further clarity around the financial and operational sustainability of the Integrated Services Model. • The Council has undertaken detailed data analysis to help it design the Integrated Services Model but needs to develop measures to help it assure itself that it is making progress towards its longer term and prevention goals. 	<p>A full financial assessment of net savings will be completed following the appointment of Corporate Managers.</p> <p>Local 'Performance Indicators' will be identified and quarterly performance assessments carried out against these PIs once the structure is fully functional.</p>
<p>Integration</p> <ul style="list-style-type: none"> • Undertake a full Equality Impact Assessment to examine how 'due regard' has been given to the 'implementation of a new practice': <ul style="list-style-type: none"> – impacts on the ability of the Council to meet the General Equality Duty; – supports, and is compatible with, the European Convention on Human Rights Article 8 protects the right to a private family life which includes matters of autonomy and self-determination as well as the privacy and confidentiality of personal documents and correspondence; and – meets the Welsh Language Standard. 	<p>EIA completed once Corporate Managers have been appointed.</p> <p>A full PIA will be undertaken once the Corporate Managers are in place and future business process have been developed.</p>

Opportunity	Council actions
<ul style="list-style-type: none"> Undertake a full Privacy Impact Assessment Required under GDPR where processing is planned which could have a significant impact on 'the rights and freedoms of individuals. Includes development of a new or enhanced system, processes or activities which involve personal data. 	
<p>Involvement</p> <ul style="list-style-type: none"> The Council has the opportunity to involve the public in the later stages of model design to help them shape delivery portals. The Council could use the outcome of its EIA to ensure it has involved all relevant diverse sections of service users in service design including those in hard to reach groups. 	<p>A comprehensive public engagement exercise undertaken six months after the implementation of the new structure.</p> <p>This will be captured as part of the engagement exercise.</p>

Appendix 1

Positive Indicators of the Five Ways of Working

Exhibit 2: 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. We have not used the indicators as a checklist. They should be viewed as indicators. They helped us to form conclusions about the extent to which a body is acting in accordance with the sustainable development principle in taking steps to meet its wellbeing objectives.

What would show a body is fully applying the long-term way of working?

- 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?

- 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?

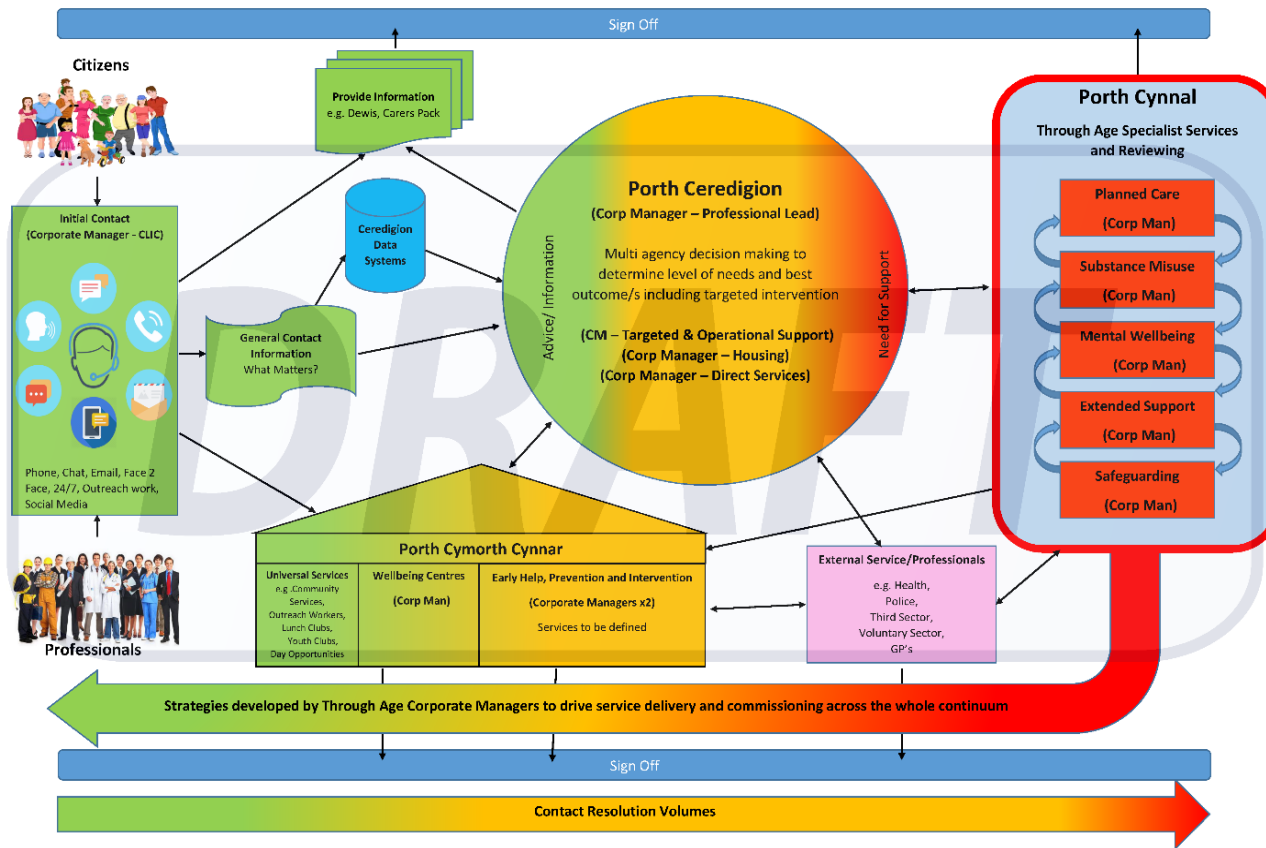
- The body is focussed on place, community and outcomes rather than organisational boundaries.
- The body has a good understanding of partners' objectives and their responsibilities, which helps to drive collaborative activity.
- The body has positive and mature relationships with stakeholders, where 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 sources 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.

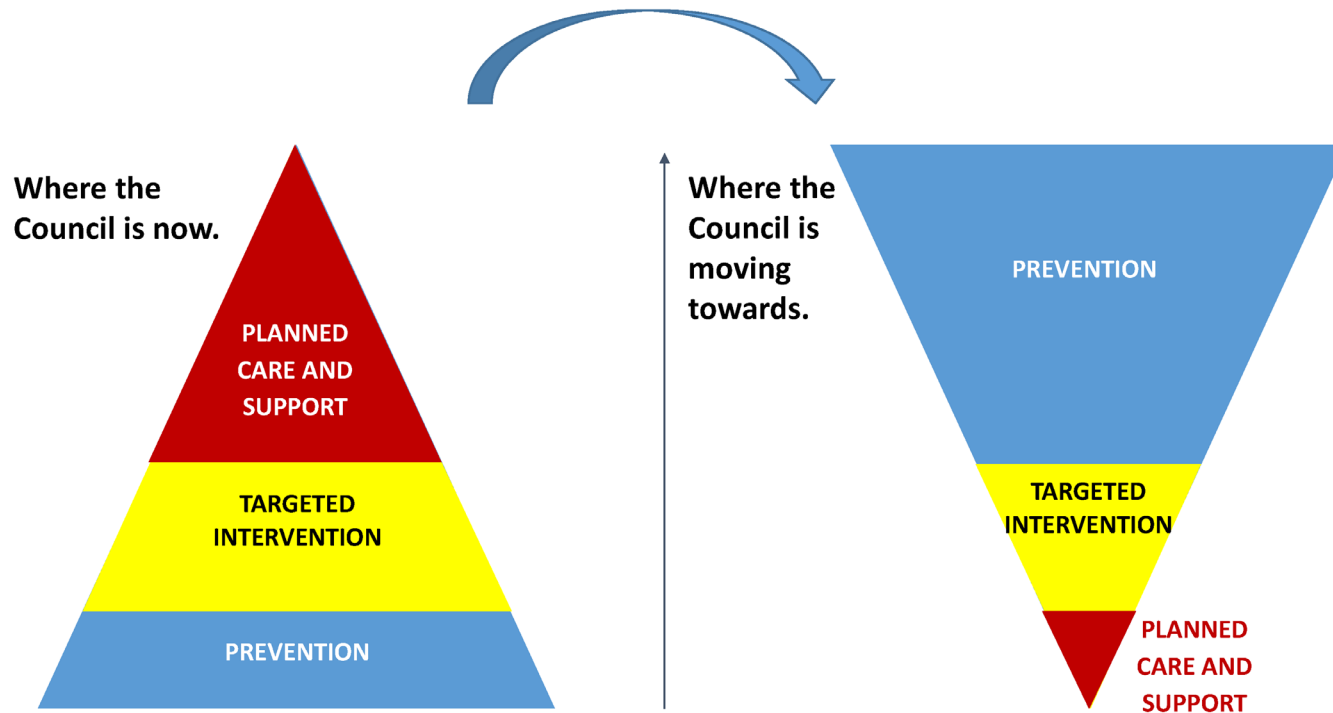
Appendix 2

Integrated Services Model – Operational Flowchart



Appendix 3

Integrated Services Model – Prevention vs Planned Care and Support



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