

Meeting of:	CABINET
Date of Meeting:	19 NOVEMBER 2024
Report Title:	BUILDING ON STRENGTHS, IMPROVING LIVES - A THREE-YEAR PLAN FOR SUSTAINABLE CARE AND SUPPORT FOR ADULTS IN BRIDGEND COUNTY BOROUGH COUNCIL
Report Owner / Corporate Director:	CORPORATE DIRECTOR OF SOCIAL SERVICES AND WELLBEING
Responsible Officer:	JACKIE DAVIES HEAD OF ADULT SOCIAL CARE
Policy Framework and Procedure Rules:	There is no effect upon the Policy Framework and Procedure Rules
Executive Summary:	<p>This plan has been developed by the Bridgend County Borough Council Social Services and Wellbeing Directorate on behalf of the Council. It sets out our strategic objectives, priorities and plans to deliver sustainable and effective social care and wellbeing support for adults in the County Borough. We are clear about our direction of travel, and we have already made significant progress but there is much more to do. We now need to:</p> <ul style="list-style-type: none"> • Deliver the improvements resulting from our new Adult Social Care Operating Model. • Deliver on our commitment to outcomes-focused strengths-based practice which will help us promote resilience and independence for the people we support. • Drive through further improvements in our front door response, hospital discharge, re-ablement and long-term support in the community to ensure that our services are most effective in promoting resilience and reducing unnecessary demand. • Secure greater cost-effectiveness through our transformation plans for learning disability, mental health, and long-term conditions services. • Ensure that our support for staff, community engagement, technology and partnerships are all geared towards cost-effective and sustainable social care in the longer term.

1. Purpose of Report

- 1.1 The purpose of this report is for Cabinet to approve a Three-Year Plan and Year 1 Action Plan for 2024/2025 for Sustainable Care and Support for Adults in Bridgend County Borough Council which sets out our strategic objectives, priorities and plans. The report was presented to Subject Overview and Scrutiny Committee 2 on 8 July 2024 and Cabinet and Corporate Management Board on 20 August 2024. Following these two meetings, formal engagement with partner agencies commenced on 28 August 2024.

2. Background

- 2.1 This plan has been developed by the Bridgend County Borough Council Social Services and Wellbeing Directorate on behalf of the Council. It sets out the strategic objectives, priorities and plans to deliver sustainable and effective social care and wellbeing support for adults in the County Borough.
- 2.2 The next three years are going to be very challenging for all local authorities and their partners across Wales. Resources are likely to be scarcer than ever before, so to deal with these challenges we need to take forward our commitment to deliver fundamental changes to the design and delivery of our services and to the way we work with people.
- 2.3 We will need to target our limited resources on those who most need them, encourage active citizenship, and make sure that the way we practice helps people to live as independently as possible, resilient and connected to friends, family and their community as much as possible.
- 2.4 We will not do this alone, so we will need to work closely with our colleagues across the Council, in the third sector, communities and with health services to be successful for the people of Bridgend County Borough Council.
- 2.5 As part of this process, we engaged with key partners across the region including Local Authorities, Police, Probation, Health Board where no formal responses were received.

3. Current situation/ proposal

- 3.1 We are clear about our direction of travel. We have already made significant progress but there is much more to do. We now need to:
 - Deliver the improvements resulting from our new Adult Social Care Operating Model.
 - Deliver on our commitment to outcomes-focused strengths-based practice which will help us promote resilience and independence for the people we support.
 - Drive through further improvements in our front door response, hospital discharge, re-ablement and long-term support in the community to ensure that our services are most effective in promoting resilience and reducing unnecessary demand.
 - Secure greater cost-effectiveness through our transformation plans for learning disability, mental health and long-term conditions services.
 - Ensure that our support for staff, community engagement, technology and partnerships are all geared towards cost-effective and sustainable social care in the longer term.

3.2 The three-year plan in **Appendix 1** identifies seven priority areas, these being:

1. Adult Social Care Operating Model
2. Adult Social Care Outcomes-Focused Strengths-Based Practice Model
3. Adult Social Care Transforming Services
4. Adult Social Care Learning Disability
5. Adult Community Mental Health
6. Adult with Lifelong Conditions or Complex Care Needs
7. Adult Social Care Supporting Priorities

3.3 The following sections provide details of the key objectives that will be delivered for each of the seven priority areas: -

Priority area	Key objectives
<p>Adult Social Care Operating Model</p>	<ul style="list-style-type: none"> • Provide services which increase the number and proportion of people who can live well at home or in the community. • Work with our partners to build seamless care and support services. • Help build well-resourced and responsive communities which ensure that people with care and support needs can live well at home. • Reduce the proportion of people in Bridgend who need long-term intensive care and support from the Council.
<p>Adult Social Care Outcomes-Focused Strengths-Based Practice Model</p>	<ul style="list-style-type: none"> • To ensure that all staff are working within a common ‘Strengths and Outcomes’ framework and the partners understand and support it. • To successfully develop and disseminate further clear guidance for managers and workers on key areas of practice including strength-based reflective practice and supervision. • To strengthen management oversight of practice through outcomes ‘surgeries’ providing real time quality assurance, ensuring a culture and practice of promoting independence and connection. • To successfully revise and implement the framework for quality assurance which evidences how effective our practice is. • To ensure better outcomes for people without the need for Council commissioned or provided care and support.

Priority area	Key objectives
Adult Social Care Transforming Services	<ul style="list-style-type: none"> • Manage demand through the front door of the Council by handling and resolving initial enquiries more effectively. • Work with partners to manage demand from acute hospitals by minimising poor discharges which result in unnecessary care provision and returns to hospital. • Increase the number and range of effective short-term interventions for people in the community through short term help to reduce or eliminate the need for longer-term solutions. • Promote asset-based community and voluntary preventative support to help people live well in thriving and supportive communities. • Redesign care and support for people with long term needs by helping people with long-term conditions gain opportunities for greater independence in the longer term.
Learning Disability	<ul style="list-style-type: none"> • To systematically implement progression as a core model of practice – recognising and reflecting people’s strengths, capabilities, and aspirations for a good life in line with our recently launched new practice model. • To review needs and services in key internal and commissioned services for learning disability to ensure they are delivered cost effectively and drawing on latest evidence of impact. • To ensure that where there needs to be changes in delivery to focus more on employment and skills, (and less day-time activity) they are addressed by clear strategies and implementation plans. • To ensure that we work closely and effectively with key partners to deliver these service improvements. • To ensure that all reviews are conducted co-productively so that people with care and support needs are central to service development.
Adult Community Mental Health	<ul style="list-style-type: none"> • Review needs and services in key internal and commissioned services for mental health, to ensure they are delivered cost effectively and draw on latest evidence of impact. • Ensure that where there are gaps in provision or emerging needs, they are addressed by clear strategies and implementation plans. • Ensure that we work closely and effectively with key partners to deliver these service improvements. • Ensure that all reviews are conducted co-productively so that people with care and support needs are central to service development.

Priority area	Key objectives
<p>Adults with Lifelong Conditions or Complex Care Needs</p>	<ul style="list-style-type: none"> • Work with our colleagues in Housing to develop Housing with Care provision sufficient to meet future need and demand, and reprofile BCBC's accommodation-based services. • Implement the 're-ablement reset' programme in our internal services to reshape existing provision. • Remodel our internal domiciliary services to take a more outcome-focused and strengths-based approach and in line with the new operating model. • Explore delivery models and recommission locality-based domiciliary care services to meet quality and capacity demands. • Expand and diversify our Shared Lives (Adult Placement) Scheme. • Develop a business case for Core & Cluster Accommodation / Community Living Networks, Supported Living, and Specialist Supported Living (Closer to Home) provision to achieve a better balance with residential provision. • Work with partners to develop a new multi-disciplinary service to help people with disabilities or sensory loss to access support and adaptations to help them live at home. • Better match our emergency, short stay and respite provision to the needs of our local population and redesign our services so they meet these needs. • Expand the capacity and responsiveness of specialist care and support for people at home or in the community. • Help people to access a wide range of technology, aids and adaptations essential to helping people regain or maintain independence.
<p>Adult Social Care Supporting Priorities</p>	<ul style="list-style-type: none"> • Build a stable, supported, well-motivated workforce, good retention, and recruitment, leading to an optimal mix of skills and capabilities, with a reputation of being a safe, supportive, reflective organisation that professionals want to work for. • Work nationally, regionally and at a local level on the procurement of a replacement system for its current case management IT System (CareDirector (WCCIS)). • Deliver an ongoing comprehensive ongoing training and development programme to support consistent implementation of the model of practice to ensure it is embedded across the service and supported in supervision and peer support. • Ensure that learning from inspection and reviews is systematically embedded through learning, training and development and follow up quality assurance and review. • Deliver an ongoing management and leadership development programme to support all managers in adult social care to develop their skills in leading teams and services.

3.4 Priority 1: Adult Social Care Operating Model

The Adult Social Care Operating Model has been operational since 24th February 2024 and a formal evaluating process of the operating model has commenced in November 2024. The service has planned to assess its effectiveness against the original four objectives set for the project these being:

- Improved Customer Experience
- Improved Customer Journey
- Improved Staff Experience
- Improved Social Work Standards

3.5 Priority 2: Adult Social Care Outcomes-Focused Strengths-Based Practice Model

The service has introduced a number of mechanisms to achieve this priority area, however, one of the ways that ensures that all assessments are in line with practice model and achieves outcomes for people has been the introduction of the Outcomes Panel, which is chaired by the Head of Service/Deputy Head of Service and includes all senior managers in adult social care. The purpose of the panel is to respond to resource requests through ensuring quality assurance, financial scrutiny and adherence to the social work practice model; 'A strength-based model of practice-working to achieve outcomes.' The panel encourages shared decision-making and accountability whilst reinforcing consistency, sound and robust practice, rather than purely costs of the resource request or financial arrangements.

3.6 The panel started in December 2023, initially for only certain types of requests. It has been an evolving process and in quarter one of 2024/25, of the 259 cases discussed, 200 or 77% were agreed, 3 were partly agreed, 56 were not agreed and further work was required to ensure in line with practice model. For quarter two, of 300 cases discussed, 247 or 82% were agreed, 9 were partly agreed, 44 were not agreed.

3.7 Priority 3: Adult Social Care Transforming Services

One of the ways that the service has been working towards managing demand through the front door of the Council, the acute hospitals and increasing the number and range of effective short-term interventions for people in the community through short term help to reduce or eliminate the need for longer-term solutions, is the Support at Home remodelling programme across the whole of adult services. The program has determined that the service will move to a locality-based delivery model which will result in a review of the staffing structure as well as a mapping of the demand and capacity needed for the service going into 2025/2026. This work will form part of the preparation for the Medium-Term Financial Strategy which is not due to be approved until March 2025.

3.8 The new model aims to maximise re-ablement and short-term capacity to support hospital discharge and avoid hospital admission. The service has been working towards increasing those individuals who go through the short-term services to ensure we maximise independence before we commission long term care packages. In 2023/2024 38.6% of people had a short-term service prior to having a long-term package; the service has been working towards increasing this number to 80% of

people, and in August the figure had increased to 60% of people who had a short-term service prior to having a long-term package. To be able to achieve this target the service will no longer accept long term packages of care in the main to older people, so all future long-term packages would be commissioned via independent providers.

- 3.9 Priority 4: Learning Disability
Priority 5: Adult Community Mental Health
Priority 6: Adults with Lifelong conditions or complex care needs

A transformation plan for Learning Disabilities has been in place since November 2023 and saw the introduction of the Commissioning for Complex needs team and a program of work was developed. Its aim is to achieve cashable savings and financial recovery on the current costs of packages of care for both external providers and within our in house supported living provision. Initially this was in place just for Learning Disabilities but has now been extended to include Mental Health and other complex long-term conditions with high care costs.

- 3.10 This methodology will reduce the current overspend and seek to achieve cost avoidance in terms of brokerage services for current and future years. The brokerage service is a new process which ensures specialist placements across adult social care are strictly commissioned through a rigorous process which supports value for money, maximisation of market competition and scrutiny of requests.

- 3.11 The team has been in place since November 2023 and has initially been targeting high costs placements in both external residential provision and external supported living provision. Individuals who are residing within supported living or specialist placements will be reassessed in line with the Adult Social Care Practice Model and the Progression Model, the impact being that revised packages of care are commissioned in line with an individual's evidenced needs to ensure proportionality and a strength-based approach. In addition, for Learning Disabilities an outcome surgery process has been established to ensure all resource requests within the service area are scrutinised to ensure preventative options have been maximised and current resources are creatively delivered to meet individuals' personal outcomes.

- 3.12 Priority 7: Adult Social Care Supporting Priorities

This priority provides details of the infrastructure that is already in place in Bridgend for the Director of Social Services and Wellbeing to deliver and meet the statutory social care requirements in terms of the workforce, the IT for the case management system, the statutory training and development and the leadership and management programs and how we learn systematically from inspection and reviews and follow up quality assurance and review. These are the foundations for social care in Bridgend to be able to meet statutory requirements; there are no changes proposed to this area as a result of this strategy.

- 3.13 Attached in **Appendix 2** is the year 1 action plan for 2024/2025 which specifies the actions which will be taken in the first year of the plan to move forward with delivery, and the metrics which will be used to judge progress that underpins the delivery of the 'Building on Strengths' Improving Lives - A Three-Year Plan for Sustainable Care and Support for Adults in Bridgend'.

3.14 The metrics included in this document are those which specifically measure the inputs, outputs and outcomes which will indicate whether and how the plan is being successful. It includes some but not all metrics collected by the Directorate or returned to Welsh Government in, for example, the Welsh Government Performance and Improvement Framework for Social Services Measuring Activity and Performance Additional Guidance 2023-24.

4. Equality implications (including Socio-economic Duty and Welsh Language)

4.1 The protected characteristics identified within the Equality Act, Socio-economic Duty and the impact on the use of the Welsh Language have been considered in the preparation of this report. As a public body in Wales the Council must consider the impact of strategic decisions, such as the development or the review of policies, strategies, services and functions. An initial EIA screening has been undertaken and it is considered that there will be no significant or unacceptable equality impacts as a result of this report.

5. Well-being of Future Generations implications and connection to Corporate Well-being Objectives

5.1 A summary of the Well-being of Future Generations (Wales) Act 2015 assessment is listed below:

Involvement	Officers will further engage with and involve individuals and their families/carers as and when is appropriate in line with our strengths-based practice model and the new operating model .
Long term	The ‘Building on Strengths’ Improving Lives A Three-Year Plan for Sustainable Care and Support for Adults in Bridgend sets out to identify the long-term transformation plans for adult social care.
Prevention	In-keeping with the fundamental requirements of the Social Services and Well-being (Wales) Act 2014, there is a focus on preventative services within the three-year plan and targets our resources on those that most need them.
Integration	In keeping with the fundamental requirements of the Social Services and Well-being (Wales) Act 2014, there will be a focus on further enhancing integration with our key regional partners, such as Cwm Taf Morgannwg Health Board, Police, Probation, Secure Estate, Housing, other Council directorates, the third sector, communities, and other public sector bodies.
Collaboration	Both internal and external collaboration will be necessary in order to effectively implement the priority areas identified in the three-year plan which will involve key stakeholders and wider partners.

6. Climate Change Implications

- 6.1 Adult social care is part of the Council's corporate climate change programme and is also working as part of the Welsh Government Health and Care Climate Change Programme Board. Initiatives such as use of electric vehicles in community services and locality working are all intended to reduce the carbon footprint of social care as well as improve workforce retention and outcomes for individuals.

7. Safeguarding and Corporate Parent Implications

- 7.1 This report outlines and proposes changes to the delivery of adult social care and reflects our requirements in delivering our statutory safeguarding accountabilities. Implementation of the plan will ensure effective safeguarding arrangements and support the wellbeing of adults for whom the Council has a statutory responsibility.

8. Financial Implications

- 8.1 The Revenue Budget Outturn 2023-24 report considered by Cabinet in July 2024 detailed the ongoing financial pressures across the Authority during 2023/2024. The net budget for the Social Services and Wellbeing Directorate for 2023-24 was £99.386 million and the actual outturn was £111.213 million following draw down of £5.660 million from earmarked reserves, resulting in an overspend of £11.827 million. The Adult Social Care budget over spend was £6.900 million which included £2.29 million for Learning Disabilities Home Care, £1.792 million for Homes for Older People and £1.078 million for Learning Disabilities Residential Care.
- 8.2 The Budget Monitoring 2024-25 – Quarter 2 Revenue Forecast report considered by Cabinet in October 2024 detailed the current projections which indicate a projected overspend of £4.456 million for the Social Services and Wellbeing Directorate despite budget pressures of £8.330 million being awarded in February 2024 as part of the Medium-Term Financial Strategy. The Adult Social Care budget is projecting an overspend of £1.928 million mainly due to continuing pressures in learning disabilities driven by the complexity of need. It should be noted that included within these projections are a number of non-recurring grants including Social Care Workforce Grant (£1.542 million), Regional Integration Fund (£1.440 million) and Housing Support Grant (£2.159 million). These grants are all confirmed on an annual basis.
- 8.3 The Three-Year Plan for Sustainable Care and Support for Adults in Bridgend detailed in this report acknowledges that resources are going to be challenging and scarcer than previously experienced. It describes how the service seeks to address these challenges and our commitment to deliver fundamental changes to the design and delivery of our services. It is too early to predict or forecast the full financial impact over three years, and progress will be reported in line with the plan in **Appendix 2**, to the Cabinet and Corporate Management Board and the Social Services Improvement Board as appropriate and through the normal established budget management and reporting mechanisms.

8.4 In terms of financial implications as a direct result of the Three-Year Plan for Sustainable Care and Support for Adults, the following section will assess each priority area in turn.

8.5 Priority 1: Adult Social Care Operating Model

There are no forecasted financial implications as a direct result of the Three-Year Plan for Sustainable Care and Support for Adults for this priority area as it focuses on an improved Customer Experience, Customer Journey, Staff Experience and Social Work Standards.

8.6 Priority 2: Adult Social Care Outcomes-Focused Strengths-Based Practice Model.

As a result of the introduction of the Outcomes panel, we have recorded a cost avoidance of £621,447.99 and cost savings of £51,923.67, with the full year effect of these decisions being cost avoidance of £804,135.48 and full year cashable savings of £63,216.93.

8.7 As at quarter two 2024/25, based on the 82% of cases agreed there has been cost avoidance of £564,388.00 and cost savings of £41,472.51 with the full year effect of these decisions being cost avoidance of £857,259.99 and full year cashable savings of £71,734.60.

8.8 The early indications show an improving picture of those presented being in line with practice model and we anticipate that this pattern will continue with the aim being that due diligence on resource request will be completed prior to the panel. We are unable to predict an exact financial forecast of this specific activity due to fluctuating demand levels; however, all requests will form part of the ongoing robust budget monitoring that is well established in the Council.

8.9 Priority 3: Service Transformation

The new model aims to maximise re-ablement and short-term capacity to support hospital discharge and avoiding hospital admission. This should reduce the overall support at home spending levels as more people will have an opportunity for an enabling care support package; they will then determine if they need ongoing care and if assessed as needed to, will ensure it is proportionate to their needs. The ongoing financial implications of this priority will be part of the ongoing robust budget monitoring that is well established in the Council.

8.10 Priority 4: Learning Disability
Priority 5: Adult Community Mental Health
Priority 6: Adults with Lifelong conditions or complex care needs

The program is currently achieving a 10% reduction in current placement costs; all figures are based on the current spending areas and do not take account of any increases due to demographic changes. To date in 2024/2025 this project has achieved £867,204 cashable savings with the full year effect in 2025/2026 of £1,129,523.

In addition, a Single Carer Project has been set up and is an occupational therapy led project which targets packages of care which are delivered through two carers

that are assessed to determine with different equipment, training and other methodologies if the package can be safely reduced to a single carer package.

- 8.11 More recently the service has a workstream focused on reassessment of individuals that are currently receiving a local authority commissioned service and are displaying Continuing Health Care (CHC) triggers. The role includes joint assessments, consultancy support and more recently joint training with Health colleagues has taken place. It is too early to predict the full financial impact of this area of development due to fluctuations in demand and needs of individuals however to date in 2024/2025 this project has achieved £260,546 cashable savings with the full year effect in 2025/206 of £394,763.
- 8.12 There was a projected overspend for 2024-25 for Adult Social Care of £1.928m at quarter 2. As part of the ongoing financial recovery plan the programme of works described aim to achieve cashable savings and financial recovery on the current costs of placements/ packages of care for both external providers and in house. The target set is £2.1 million for 2025/26 and is based on current spending areas but does not take account of any increases due to demographics or an increase in demand for the number of placements / packages of care or increases in complexity of individuals that may present as new to the service.
- 8.13 Priority 7: Effective support for our services.

These are the foundations for social care in Bridgend to be able to meet statutory requirements; there are no changes proposed to this area as a result of this strategy, therefore, there are no financial implications as a direct result of the Three-Year Plan for Sustainable Care and Support for Adults for this priority.

9. Recommendation

- 9.1 Cabinet is recommended to approve the Three-Year Plan (**Appendix 1**) and the Year 1 Action Plan for 2024/2025 (**Appendix 2**) for Sustainable Care and Support for Adults in Bridgend County Borough Council.

Background documents

None