

Scrutiny Investigation Report

Ysbyty Alltwn

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1 Introduction

1.1 This report presents the main issues (advantages and disadvantages) brought to light by the Scrutiny Investigation into the Pilot Scheme on integrated working between Gwynedd Council Social Services, Betsi Cadwaladr University Health Board and the Third Sector at Ysbyty Alltwen, near Tremadog, Gwynedd.

1.2 The main aim of the Investigation was to answer the question:
Does the integrated working model of the Alltwen Scheme succeed in addressing the requirements of the Social Services and Well-being Act 2014?

1.3 The Investigation was set up on 20 October 2015, and this report is submitted for the attention of the Scrutiny Committee on this day (17 November 2016).

1.4 The Investigation was set up to try to answer the following questions:

- Is it possible to evidence that the new way of working places individuals using the services centrally and does it help them live their lives in the way they wish to live them?
- Is it possible to evidence that the model enables Gwynedd Council and the Health Board to collaborate more effectively?
- Is it possible to evidence that the model enables Gwynedd Council and the Health Board to work more efficiently?
- It is possible to demonstrate that resources can be used more effectively by working in this way?

1.5 Members of the Investigation would like to thank the Cabinet Member and the all internal and external officers for taking part in the Investigation.

2 Delivery

2.1 It is appropriate to note at the beginning of the report that it has not been possible to deliver one key element of the work, namely, the consideration of direct feedback from services users. (see also 4.5 and 8.1 – 8.6).

2.2 During the Investigation it became apparent that the work was developing and progressing. This report is a snapshot of the situation which is continually changing and moving forward, and it is suggested that the Cabinet Member and Head of Service have the opportunity to give an update when you consider the report in the meeting on 17 November

2.3 Nevertheless, Members of the Investigation believe that their work in gathering information from officers and the consideration given to research work provide clear and valuable messages.

2.4 Those Findings and Recommendations are submitted for the attention of the Health and Care Cabinet Member and the Western Area Director for the Health Board for whom they will hopefully prove useful as they develop and expand the work across the County.

3 Findings

3.1 The model being developed jointly between the Council and the Health Board at Ysbyty Alltwen near Tremadog in the Eifionydd area, contributes positively toward improving collaboration and transforming services for patients and service users.

3.2 It is possible to evidence the success of the collaboration plan and effective working methodologies between front line officers from the Health Board, the Council and, to a degree, the Third Sector.

3.3 Some success can be seen on a leadership and senior management level in joint planning and support for collaboration on an executive level; but, no clear evidence exists to show that this culture has yet filtered through to each level.

3.4 Although there are definite signs of planning and service provision in placing the individual at the centre, no clear evidence of this was given by Users.

3.5 There is room to further improve the Communication arrangements between the Alltwen Team and external services, and Users and their Families. There was no clear evidence that two essential elements of the Act in terms of sharing information and advising on preventative services in order to maintain independence was happening. This was happening when assessing but the aim of the Act is to ensure that this happens before assessment.

3.6 There are some visible signs that the new way of working is saving on services expenditure in the long term; but, so far, there has been no clear evidence of financial savings deriving from the Plan.

3.7 In order to work as one whole, integrated team, Council Officers and Health Board nurses and officers need to offer the full service jointly for periods longer than between 9-5, Monday to Friday.

3.8 Electronic systems and various documents from the Health Board and Council still seem to be a barrier to integrated working in some cases.

3.9 Although clear evidence exists that the individual's wish to remain at home is met and fully considered; at times, a different type of care needs to be provided locally and there is a shortage of beds in Residential Care, Nursing Care and EMI (Elderly Mentally Infirm) in the Eifionydd area which is a barrier to achieving this.

3.10 Whilst accepting that one intrinsic feature of the Plan is to pull some officers from other areas to participate in the scheme order to spread the work across

the County, there is concern that this could lead to temporary staff shortages in other areas and that care must be taken to avoid this.

- 3.11 The main work of the Alltwn Scheme is to provide services to benefit the Users. However, no clear measures currently exist, but these are being developed.

4 Recommendations

- 4.1 That the Alltwn Scheme integrated work model be expanded across the County at once.
- 4.2 Prioritise plans to improve the understanding and commitment to the working practices of the Alltwn Scheme among senior managers within Gwynedd Council Social Services and the Health Board.
- 4.3 Appoint Senior Managers from both organisations to be responsible for removing specific obstacles to delivering some elements of the Alltwn Scheme identified by the Alltwn Team Members.
- 4.4 That qualified Senior Managers stand in temporarily in order to address the shortage of front line staff/officers to maintain the core service in some areas.
- 4.5 Bring the current contract with external experts to a close and appoint an appropriate specialist to carry out a customer satisfaction Review and Questionnaire with users and analyse the responses.
- 4.6 Carefully assess the current measures, setting out a baseline and target for each.
- 4.7 Appoint a Senior Officer to undertake an assessment of the day to day arrangements of dealing with phone calls for the Alltwn Scheme in order to prevent missed calls and improve communication to include comparative details of arrangements for sharing **information**, **advising** and **assessing** in each area of Gwynedd
- 4.8 Provide a fully integrated service between 8.00 and 20.00 o'clock, seven days a week.
- 4.9 Appoint a Senior Officer to plan and provide one integrated electronic system for all the proceedings of the Alltwn Scheme.
- 4.10 Set up a procedure of weekly reporting on Residential, Nursing and EMI beds available in each area in Gwynedd.

5 Investigation Methodology (Appendix 1.)

- 5.1 Consideration was given to the processes of delivering on behalf of the user on three levels:

- National - the national context, policies and external drivers
- Institutional - senior managers, institutional structures, budgets/savings
- Operational - staff that provide services

5.2 A presentation was given on the main national driver - the Social Services and Well-being Act 2014 - and information was shared about the context in Scotland and Sweden in terms of collaborating/integrating plans in health and care.

5.2 One to one interviews were held along with group and more formal interviews in a committee set up with executive officers, senior officers and key Third Sector partners.

5.3 A closed meeting of the Alltwen Team was observed where the case of one User was considered (known as a Fish Bowl meeting).

5.4 Consideration was given to information on performance and measures.

6 Realizing for the benefit of the User

National

6.1 The main elements of the Social Services and Well Being Act 2014 were considered as well as the implications as to the way in which the planning and provision of services must change.

6.2 The cornerstone of the Act is the individual's Well-being Statement The main features of the Statement are:

- a description of the aspects of well-being that pertain to all parts of an individual's life
- empower people to have a stronger voice and to have greater control over their lives
- that people receive the care and support they need to live their lives to the full

6.3 The Statement includes a description of the personal well-being guidelines that an individual and his/her carer has a right to receive when working alongside social services and their partners

6.4 The Statement is an outline of the Welsh Government's commitment to ensure the well-being of the individual.

6.5 The Statement is also a means of fostering a general understanding between the individual and all the agencies in order to ensure that everyone works together to achieve the same important results for the individual.

6.6 The Well-being Statement is part of a national social services results framework that have been measured since April 2016.

- 6.7 There is no clear evidence that the Welsh Government has been promoting this new way of working at all times with regard to the Alltwen Scheme. (see 8.26)

Institutional

- 6.8 Ffordd Gwynedd is based on the Systems Thinking concept which focuses on the way in which the service is provided, the way in which it **links up and interacts** with departments which contribute to the service provision. Doing this rather than pursuing the traditional route whereby each department scrutinises itself.
- 6.9 It is considered that a service provision model jointly developed between Gwynedd Council and Betsi Cadwaladr University Health Board at Ysbyty Alltwen near Tremadog in Eifionydd, is a key and core part of all the transitional work of the Adults Services.
- 6.10 Even though the Alltwen Executive Team and officers from the Council and Health Board who are involved have a clear understanding, some confusion exists with the situation among external officers, and the potential for confusion remains among some Users and Carers.
- 6.11 Only patients from the Eifionydd area may receive this service at present; whilst patients from north Meirionnydd and Pen Llŷn who visit the hospital are assessed outside this arrangement.
- 6.12 The clumsy working title - Ffordd Gwynedd Plan Health and Care, Ysbyty Alltwen Site, Eifionydd is used for the work. Even though we do not have a specific recommendation on this issue, we ask that the Cabinet Member be mindful of the need to simplify this when expanding the work and promoting it to Users a swyddogion y Cyngor a'r Bwrdd.

Operational (see Appendix 2 and Appendix 4)

- 6.13 The aim of the *Ffordd Gwynedd Health and Care Plan, Ysbyty Alltwen Site, Eifionydd* is to simplify work procedures and remove obstacles, leading to an improved service for the individual.
- 6.14 The Plan began in October 2014 when a team of social services and health staff (managers and practitioners) spent six days with the Vanguard consultation company undertaking preliminary work to find out:
- what is important for users
 - how the existing system operates and what has led to working in this way
- 6.15 The result of this work was to agree on the purpose, executive principles and value steps:

Purpose: **To help me live my life as I wish**

Executive Principles

1. Placing what counts for the individual centrally to everything we do
2. Converse with the individuals about their background and the strengths they would like to build on, and support them to make informed decisions
3. Make decisions with the individual at the right time and in the right place.
4. Interventions based on that which counts for the individual by working in partnership with their personal contacts.
5. Retain ownership, bringing in expertise where required.
6. Focus information on that which counts for the individual and what is readily available for anyone who requires it.
7. Our measures drive our Learning and way of working.
8. That we work as one team.
9. Leaders act to remove obstacles, enabling an effective service provision.

Value Steps

1. What is important for the citizen
 2. Help the citizen try to resolve issues and discuss options
 3. Help the citizen implement options according to 'what is important'
 4. Review the effectiveness of the results of 'what is important'
- 6.16 Set up **A Core Team** was set up to lead on the work and to mentor additional staff to follow the new procedure (but not to take on cases). Team members were:

Gwynedd Council: Two Social Workers and one Occupational Therapist
Health Board: One Occupational Therapist, One District Nurse and One Enabling Officer

- 6.17 Then an **Executive Team** was set up to deal with cases. The original Team was made up of: 2.6 Social Worker, one Occupational Therapist, one Enabling Officer and One Field Officer (Third Sector)

The intention is to expand the team until the whole of the Eifionydd area is part of the new way of working...

- 6.18 Since its inception, the Team has dealt with what is known as service placements::
- 2013/14 - 431
 - 2014/15 - 347
 - 2015/16 - 220

7 MAIN ADVANTAGES AND SUCCESSES

- 7.1 Only those Main Advantages that have come to the fore in the opinion of the Members of the Investigation, bearing in mind the requirements of the Well-being Act 2014, have been noted in brief. (A number of other successes are noted in Appendices 2A and 2B.)
- 7.2 Team members use only one form (two sections) and it combines assessment needs and care plan. This is the **What's Important Form**. (Appendix 3) This

means that the labour intensive process of having different officers interview the User and having to repeat the same thing more than once is removed. This is a clear example of Ffordd Gwynedd at its best through placing the customer centrally.

- 7.3 Similarly, the practice of appointing one front line officer to be a main contact point for a User is another example of the unerring success of the Alltwn Plan. There was clear evidence of this in the **Fish-bowl** Meeting where the complex requirements of an User's situation were considered.
- 7.4 This procedure is a commendable one: the officer in charge of the case presents the User's details and the officers then discuss the best way to address the needs of the individual in accordance with his/her wish.
- 7.5 This results in coordinating and arranging the most appropriate service for the individual and ensuring that this takes place without imposing on him/her.
- 7.6 Team members seemed to be completely confident and comfortable with this work. There were no signs of divided opinions among staff from the Council, the Health Board and the Third Sector.
- 7.7 This was an excellent example of integrated working in a situation whereby the User was central.

8 MAIN DISADVANTAGES, OBSTACLES AND SHORTCOMINGS

The main issues that require attention in the view of Members of the Investigation are noted here. (see Appendix 2 for some additional points)

User Survey/Review

- 8.1 Although Members of the Investigation had strong feelings that the Alltwn Plan contributed constructively to improving the experiences of Users, due to the work they had undertaken, they were disappointed that it had not been possible to confirm this through considering a Survey or Review completed by or on behalf of Users.
- 8.2 Members of the Investigation considered that fully weighing up the effect of the Alltwn Plan was difficult and that too much emphasis should not be placed on targets as the nature and circumstances of each individual case is likely to impact any real quantitative delivery of data.
- 8.3 Nevertheless, this further promotes the importance of gathering qualitative data in considering the successes and shortcomings of the plan and to ensure the credibility of the work.
- 8.4 This element of the work is not easy to achieve. Unlike other fields of work such as education, for example, where it is possible to undertake regular and

constant monitoring of standards, and assessments of pupil progress, it is not possible to follow a similar path here.

- 8.5 It is hoped that national well-being measures will contribute to creating a clearer picture of the field in time; yet, Members are of the opinion that an assessment of the Alltwen Plan users' experiences must be carried out as soon as possible between October 2014 and the present.
- 8.6 This is the most difficult and most critical requirement in terms of assessing the success and shortcomings of the Alltwen Plan.

Financing the Plan

- 8.7 It was noted that the cost of using external consultants for the Alltwen integrated model was £260,000. This was funded by the Independent Living Fund.
- 8.8 The work undertaken by the consultants to kick start the process had been useful but by now the priority is to assess the success of the work; and, it would be beneficial to terminate the contract in order to use the resources to complete the key assessment work.

The What's Important Form (Appendix 3)

- 8.9 There was no evidence that the 'What's Important' form was being used by officers and agencies beyond the Alltwen Team, even though the information therein is useful and sufficient.
- 8.10 This is an issue that requires attention from a Senior Manager.

Extend the period of the service

- 8.11 Although clear signs of integrated collaboration within the Team exists, the fact that the integrated service was confined to between 9 and 5 o'clock, Monday to Friday, was frustrating for some team members and hampered the smooth running of the plan and service for Users and their Families.
- 8.12 It is suggested that this situation be looked at soon, as there is a danger that it could undermine the work achieved to date and hamper further developments.

Measures

- 8.13 One feature of Ffordd Gwynedd is its focus on the needs of the individual, identifying which obstacles to delivering those requirements exist within the systems.

- 8.14 This method is based on techniques of the Systems Thinking which, in turn, derives from the preliminary work of Prof. Jay Forrester in the United States during the 1950s.
- 8.15 It is vital to note that, with such a method, the intention is not to **measure** the improvement of a service. Thus, care must be taken not to create any unnecessary additional work, inventing a series of complex measures and data collection, as a result of Ffordd Gwynedd.
- 8.16 The arrangements that have been set up to develop national measures as a result of introducing the Well-being Act are seen as a positive step. Members of the Investigation are of the opinion that this must be given time over the next two years to succeed, for the benefit of the Users of the Alltwen Plan and every other User in the County.
- 8.17 Nevertheless, specifically in the case of the Alltwen Plan, it is suggested that the need to measure customer satisfaction is an intrinsic part of measuring the success of the plan in placing the Individual centrally.
- 8.18 An example of this can be seen in the *Gwynedd Council Ffordd Gwynedd Properties Service Plan* which has developed this technique for measuring customer satisfaction.
- 8.19 This is more difficult to achieve in the case of care and health services, and it is suggested that an additional, specialist resource be used to deliver this by using the budget that is currently used by external consultants. *Vanguard* as it is less of a priority.
- 8.20 Much data is gathered but Members of the Investigation are of the opinion that it would be useful to undertake an assessment of both these related elements:
- Individuals discharged from hospital and who then return quite soon after, looking at the reasons
 - Note any financial savings.
- 8.21 Although the following 'Service Placement' Comparison data (Appendix 4) for each area between 2013 and the present suggests a substantial improvement in the Eifionydd area, a wider assessment needs to be conducted on the story behind the data for it to be of use.
- 8.22 It has been suggested that the Senior Manager undertake this work.

Change of culture

- 8.23 Though the principle of appointing a front line officer to assist the User as a consistent point of contact on his/her journey through the systems have been successfully implemented, the culture of support for these key officers by the

Welsh Government and Senior Officers from the Health Board and Councils must be improved.

- 8.24 During the Investigation meeting with the Alltwen Team Members it became evident to Members of the Investigation that some specific matters would need to be addressed in order to improve this situation:

Information Technology

- 8.25 Information Technology systems at the Health Board and Council are unable to communicate. It is understood that work is under way on this element and that a new system will be in operation from August 2017. It is recommended that development work should consider the developments and obstacles identified by the Alltwen Team.

- 8.26 Furthermore, the request by the Welsh Government to produce hard copies of proceedings between the Nurse and the Occupational Therapist and Third Sector officers instead of using email, suggests a lack of understanding of the principles of Ffordd Gwynedd within some Government departments. It is understood that Vanguard consultants are dealing with this matter.

Continuous Health Care

- 8.27 Arrangements for Continuous Health Care by the Health Board are entirely ineffective and at times thoroughly slows down the service provided. There was a suggestion that the relevant senior officers were considering visiting the officers of the Alltwen Team to discuss the situation. It is vital that this takes place at once.

Dynamic Leadership (Appendices 5)

- 8.28 There is no clear evidence that senior officers from the Health Board and the Council are aware of the value of the dynamic model of the Alltwen Plan to deliver the requirements of the Well-being Act. It appears that their understanding and their commitment to supporting the Key Officers is fragmented. It was noted that both organisations had been through challenging times and some promising signs of moving on were evident. Thus, it has been suggested that a Senior Officer be tasked with promoting the Plan across the Management Structures of both organisations. The proposal to set up a joint management structure was welcomed.

Transport

- 8.29 Concern that the lack of transport services in rural areas could undermine the work of the Team among some vulnerable individuals was noted.

- 8.30 Investigation Members suggest that this is an issue requiring attention on a more strategic level to be led by a Senior Manager.

Third Sector

- 8.31 Although Third Sector organisations undertake vital elements of services for individuals, the provision is only on offer in some areas. Yet, the shortage in some rural areas is a matter of grave concern.

- 8.32 A Senior Manager has been asked to undertake work at a strategic level to assess the need, the shortcoming and how to address these issues, beginning with the mapping work already completed by Mantell Gwynedd in the area of the Alltwen Plan.
- 8.33 Also, it is suggested that an assessment be undertaken of the success of the direct contact with the Third Sector through the Care and Repair connection at the Alltwen Team.

Residential, Nursing and EMI Beds

- 8.34 Concern was noted among the Team and external surgery staff as to the lack of provision of Residential Care, Nursing Care and EMI beds in the Eifionydd area which was a serious obstacle to meeting the needs of the individual. It was considered that one of the reasons for this was that Users from outside the area filled up beds at times and that this exasperated the problem.
- 8.35 A Senior Manager has been asked to take a closer look at the situation in the Eifionydd area as a starting point and make suggestions on improvements.

Communication

- 8.36 The exact situation with regard to missed calls by the public, users, family members, carers etc, is unclear. This is a matter that has caused concern among Team members and Members of the Investigation.
- 8.37 We would have expected this to be a clear issue raised by the consultants since noting missed calls is a fundamental part of the analysis work of systems thinking. It is unclear to the Members of the Investigation whether this was an issue that had been discussed among consultants and whether they had commented.
- 8.38 Officers from outside the Team noted that it was unclear which social workers needed to be contacted, and that they had to contact the Office in Dolgellau and talk to the duty officer.
- 8.39 Additionally, concern was raised by officers of an external surgery at the lack of consistency as to which personnel member at Ysbyty Alltwen they had to contact. This is one aspect that needs to be addressed, taking care not to move officers from the Alltwen Team to every region in Gwynedd in order to expand the plan.
- 8.40 It is suggested that the responsibility for this lies with the Senior Manager and not the members of the Alltwen Team.
- 8.41 Concern has arisen among Members of the Investigation as to comments by external officers that there is still a delay in discharging patients as there is no social worker present to carry out the assessment. This can cause a delay of a week or more, but the situation has improved a little.

8.42 In the Members' opinion, this aspect needs to be dealt with quickly through having a Senior Manager conduct an assessment and implement a solution. One option that requires consideration is the appointment of an administrative officer to deal with calls, taking care not to create another layer between the User and the service.