

<b>CYNGOR SIR YNYS MÔN</b>	
<b>ADRODDIAD :</b>	Pwyllgor Sgriwtini Partneriaeth ac Adfywio
<b>DYDDIAD:</b>	17 Mehefin 2013
<b>SWYDDOG ARWEINIOL:</b>	Pennaeth Gwasanaethau Oedolion
<b>TEITL:</b>	Diogelu Oedolion - Tuag at Fframwaith Strategol Gogledd Cymru
<b>CYFARWYDDWR:</b>	Cyfarwyddwr Corfforaethol Cymuned
<b>AELOD PORTFFOLIO:</b>	Cynghorydd Kenneth Hughes
<b>PWRPAS YR ADRODDIAD</b>	1. Adrodd ar gyfeiriad strategol diogelu Oedolion; 2. Ffurio barn ynglŷn â newid i'r trefniadau rhanbarthol cyfredol gan greu Bwrdd Diogelu Oedolion Gogledd Cymru 2 haen

## 1. CEFNDIR/CYD-DESTUN

- 1.1 Cwblhawyd taith wella diogelu oedolion yma yn y Cyngor dros y flwyddyn ddiwethaf sydd wedi arwain at gynnydd sylweddol ar lefel weithredol a strategol. Yn wir, mae'r rhan yma o'n cyfrifoldebau statudol yn esblygu'n faes o gryfder i ni – gyda rhaglen wella leol newydd mewn lle ar gyfer 2013/14 (fel fframwaith i sicrhau ffocws a momentwm i'n amcanion gwella i'r tymor canol).
- 1.2 Gwelwyd yr ymdrechion gwella yma'n sbardun i ddatblygu'r fframwaith is- ranbarthol o fod yn Fforwm Gwarchod Oedolion Bregus i fframwaith diogelu strategol, aml-asiantaethol. Mae'r gwaith yma wedi mynd rhagddo dros y 9 mis diwethaf. Dyma'r model cyntaf yng Ngogledd a Chanolbarth Cymru.
- 1.3 Teg dweud i'r SSIA ("Social Services Improvement Agency")<sup>1</sup> fod yn bwynt cyfeirio a chyngor i ni wrth fentro ar lwybr newydd, arloesol.
- 1.4 Mae Gwasanaethau Cymdeithasol Cynladwy : Fframwaith Gweithredu a Bil Gwasanaethau Cymdeithasol a Llesiant (Cymru) 2013 yn dod â chyd-destun disgwyliadau gwahanol i ddiogelu oedolion<sup>2</sup>.

## 2. TRAFODAETH

- 2.1 Wrth symud ymlaen i sefydlu Bwrdd Diogelu Gogledd Orllewin Cymru (hy Môn a Gwynedd) yn Chwefror, 2013, cadarnhawyd y egwyddorion/materion canlynol yn wreiddiol i'n fframwaith diogelu newydd:

<sup>1</sup> Wedi'i gynnal gan CLILC – Cymdeithas Llywodraeth Leol Cymru – cafodd y SSIA ei lawnsio ym 2006 i sbarduno gwella a hybu rhagoriaeth yn y gwasanaethau cymdeithasol

<sup>2</sup> Gwasanaethau Cymdeithasol Cynladwy: Fframwaith Gweithredu (Llywodraeth Cymru 2011) – Gweledigaeth 10 mlynedd ar gyfer Gwasanaethau Cymdeithasol yng Nghymru

- Dadleoli'r Fforwm Gwarchod Oedolion gyda Bwrdd â ffocws mwy gadarn ar arweinyddiaeth;
- Bod mewn sefyllfa well i drafod canlyniadau ("outcomes") diogelu strategol gyda phartneriaid;
- Sicrhau adnoddau digonol ar gyfer Bwrdd Diogelu Oedolion effeithiol a gwella canlyniadau ("outcomes");
- Ceisio datblygu model ar gyfer bwrdd y gellir ei ddatblygu'n fodel rhanbarthol dros y cyfnod nesaf;
- Darganfod y meyseidd cyffredin rhwng partneriaid, herio ffiniau a rhagdybiaethau;
- Datblygu cysylltiadau gweithredol a strategol gyda'r fframweithiau diogelu plant;
- Sicrhau cyfeiriad clir a chadarn.

2.2 Erbyn hyn, mae yna amlinelliad o raglen waith/wella mewn lle ar gyfer 2013/14 ynghyd ag asesiad o gryfderau/gwendidau ynghyd â datganiad sefyllfa – gan ddefnyddio twlsyn y SSIA ar gyfer Byrddau Diogelu fel templed;

2.3 Mae Rhan 7 o'r Bil Gwasanaethau Cymdeithasol a Llesiant 2013 yn gosod allan y disgwyliadau ymarfer a strategol ar gyfer diogelu gyda'r fframwaith deddfwriaethol yn cryfhau ein sylfaen gyfreithiol ar gyfer oedolion i'r dyfodol. Gwelwyd cyhoeddiadau diweddar y Dirprwy Weinidog ar gyfer Gwasanaethau Cymdeithasol yn Llywodraeth Cymru'n gosod disgwyliad clir i symud nawr tuag at sefydlu trefniadau strategol rhanbarthol ar gyfer diogelu.

2.4 Wrth groesawu'r newid deddfwriaethol yma a olygai ymdrin â diogelu /gwarchod oedolion ar sail statudol cryf, rhaid tynnu sylw at y:-

- Cynnydd ddaw yn y galw am ymyrraeth gan y Gwasanaeth Oedolion.
- Newid yn nisgwyliadau ymarfer ein gweithlu

Gwnaed datganiad clir a chadarn gan Lywodraeth Cymru wrth gyhoeddi'r Bil na fydd unrhyw adnoddau cyllidol ychwanegol ar gael i Awdurdodau Lleol allu gwireddu'r cyfrifoldebau deddfwriaethol newydd yma. Bydd partneriaethau aml-asiantaethol effeithiol rhwng partneriaid statudol felly'n allweddol i'n gallu i ymateb yn briodol i'r cyfrifoldebau newydd. Rhaid felly i'n strategaeth fod yn ymwneud ag adnabod cyfleoedd i gysoni trefniadau ar draws ffiniau awdurdodau lleol lle bo hynny'n briodol a phosibl.

### 3. TUAG AT FFRAMWAITH RHANBARTHOL STRATEGOL CRYF

- 3.1 Mae'r Bil Gwasanaethau Cymdeithasol a Llesiant a hefyd Gwasanaethau Cymdeithasol Cynladwy : Fframwaith Gweithredu yn gosod disgwyliad ar bartneriaid i ddatblygu'r trefniadau cyfredol gwarchod oedolion bregus i raglen diogelu oedolion yn lleol, rhanbarthol a chenedlaethol. Gweler bod y trefniadau cyfredol ar gyfer oedolion bregus dros Ogledd Cymru'n rwydwaith ar gyfer rhannu gwybodaeth a chefnogi ymarfer yn unig. Nid oes ol gwaith nac arweiniad strategol. Mae angen nawr symud yr agenda diogelu tuag at fframwaith strategol rhanbarthol – sy'n gadarn ac yn cwrdd â disgwyliadau'r Bil Gwasanaethau Cymdeithasol.
- 3.2 Yn Rhan 7 o'r Bil (yn dwyn y teitl Diogelu) mae yna ddatganiad o amcanion ar gyfer Bwrdd Diogelu Oedolion fel a ganlyn:

#### ***“Functions and Procedures of Safeguarding Boards***

*.....(2) The objectives of a Safeguarding Adults Board are –*

*(a) To protect adults within its area who –*

- (i) Have needs for care and support (whether or not a local authority is meeting any of those needs), and*
- (ii) Are experiencing, or at risk of, abuse or neglect, and*

*(b) To prevent those adults within its area mentioned in paragraph (a) (i) from becoming at risk of abuse or neglect.....”<sup>3</sup>*

Bydd rheoliadau statutel yn dilyn maes o law – yn gosod allan yr ardaloedd daearyddol ar gyfer y Byrddau Diogelu yng Nghymru (a elwir yn ardaloedd bwrdd diogelu). Gwelwyd trafodaethau hyd yn hyn yn ystod yr ymgynghori ar y Bil yn arwain ni i gasglu y bydd Gogledd Cymru'n un ardal er pwrpas sefydlu bwrdd diogelu oedolion.

- 3.3 Yn sgîl ffrwd gwaith rhanbarthol dros y 4 mis diwethaf, bydd yr argymhelliad ganlynol gerbron pwyllgorau sgrwtini 6 Awdurdod y Gogledd dros y mis nesaf:

**Sefydlu Bwrdd Diogelu Gogledd Cymru 2 haen – yn galluogi 3x2 Awdurdod Lleol i gydweithio er mwyn datblygu Byrddau Diogelu gan ddefnyddio'r dysgu o'r model sydd bellach mewn lle ym Môn a Gwynedd. Byddai'r strwythur arfaethedig ar gyfer yr opsiwn yma felly'n:**

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<sup>3</sup> Bil Gwasanaethau Cymdeithasol a Llesiant (Cymru) 2013 – Fframwaith cyfreithiol ar gyfer cyflawni polisi

- **Un Bwrdd Diogelu Oedolion Rhanbarthol;**
- **3 Bwrdd Is-ranbarthol (Môn/Gwynedd, Conwy/Dinbych a Fflint/Wreccsam);**
- **4 Is-grwp;**
- **Hyfforddiant;**
- **Polisiau a gweithdrefnau (cyswllt i waith cenedlaethol);**
- **Perfformiad ac awdit;**
- **Adolygiadau Achosion Difrifol.**

'Roedd 4 opsiwn dan ystyriaeth (asesiad opsiynau llawn yn Atodiad 1 i'r adroddiad hwn). Gwelwyd cefnogaeth unfrydol i'r opsiwn uchod gan yr Awdurdodau Lleol a'r holl bartneriaid oherwydd y manteision canlynol:

- Mae'r model yma'n cael ei arbrofi ar hyn o bryd ym maes diogelu plant – gyda'r arwyddion cynnar yn gadarnhaol a phositif. Yn cynnig cyfleoedd i asio rhai meysydd diogelu plant ac oedolion i'r tymor canol;
- Môn a Gwynedd eioses wedi cychwyn ar y siwrnai yma ac mae'r dysgu ar gael i eraill;
- Yn galluogi datblygiad strwythurau mewn ffyrdd sy'n taro cydbwysedd derbyniol a rheoli'n dda rhwng agendau lleol a rhanbarthol;
- Galluogi bod yn ymatebol i ymarfer a materion lleol;
- Gallai'r elfennau diogelu rhanbarthol greu proffil uwch a chynyddu dylanwad Bwrdd Gogledd Cymru yn rhanbarthol a chenedlaethol;
- Model mwy hylaw i gyrff ag ystod gwaith rhanbarthol Gogledd Cymru (ee Iechyd, Heddlu);

#### 3.4 **Effaith y penderfyniad ar flaenoriaethau corfforaethol**

Bydd datblygiad Bwrdd Diogelu Oedolion rhanbarthol 2 haen yn galluogi'r holl bartneriaid i wireddu dyheadau'r Bil Gwasanaethau Cymdeithasol ynghyd â gweledigaeth hir dymor Llywodraeth Cymru. Gweler y datblygiad hwn hefyd yn ehangu'r rhaglen cydweithio ar draws y Gogledd gan ostwng galwadau ar adnoddau (pobl a chyllid). Byddai cymeradwyo'r opsiwn yma hefyd yn rhoi diogelu oedolion ar yr un llwyfan â diogelu plant a chynnig model cadarn i ddiogelu.

### 3.5 Unrhyw oblygiadau cost

Bwriedir datblygu'r model hwn yn y lle cyntaf oddi mewn i gapasiti cyfredol ar gael yn rhanbarthol. Gwnaed bid i'r Gronfa Cydweithio Rhanbarthol sy'n cynnwys capasiti rheoli prosiect 3 blynedd i gefnogi'r ffrwd gwaith yma. Mae sgop yr opsiwn a ffafrir i arwain at integreiddio ar draws agweddau o ddiogelu plant ac oedolion – ac yn sgîl hynny bydd angen trafodaeth ynglŷn â rhannu cefnogaeth fusnes.

### 3.6 Ymgynghoriad

Mae ymgynghoriad cynhwysfawr wedi digwydd ar draws Awdurdodau'r Gogledd ynghyd â'r holl bartneriaid/randdeiliaid. Roedd y gwaith ymgynghori hyn yn cynnwys 2 weithdy Gogledd Cymru.

### 3.7 Asesiad o Effaith ar Gydraddoldeb

Cadarnheir bod yna asesiad wedi'i chwblhau ac ar gael i'w harchwilio.

## 4. ARGYMHELLIAD

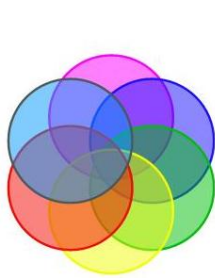
**Gofynnir i'r Pwyllgor Sgriwtini Partneriaeth ac Adfywio argymell y canlynol i'r Pwyllgor Gwaith:-**

- A1. Nodi datblygiadau a chynnydd hyd yn hyn ym maes diogelu oedolion yn y Gogledd Orllewin;**
- A2. Cymeradwyo cyfeiriad strategol diogelu oedolion – Môn a Gwynedd fel sbardun ar gyfer dylanwadu ar ddatblygu fframwaith rhanbarthol;**
- A3. Cadarnhau'r egwyddor bod angen ymdrin â'r fframweithiau diogelu plant ac oedolion mewn ffordd gyfartal heb wahaniaethu rhyngddynt o ran statws na phwysigrwydd;**
- A4. Cymeradwyo newid i'r trefniadau Gogledd Cymru cyfredol a chefnogi'r opsiwn sydd wedi'i ffafrio – Bwrdd Diogelu Oedolion Gogledd Cymru 2 haen.**

Anwen Davies  
Pennaeth Gwasanaethau Oedolion  
Cyngor Sir Ynys Môn

28/05/13  
(diwyg. 02/06/13)

<b>ATODIAD:</b>	Dogfen gan Cydweithredfa Gwella Gwasanaethau Cymdeithasol Gogledd Cymru
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North  
Wales  
Social  
Services  
Improvement  
Collaborative

Cydweithredfa  
Gwell  
Gwasanaethau  
Cymdeithasol  
Gogledd  
Cymru

## North Wales Adult Safeguarding Integration and/or Collaboration: The way forward

### **Context**

The Social Services and Well-Being (Wales) Bill and Sustainable Social Services: A Framework for Action brings a different context to adult safeguarding. The current arrangements is a network arrangement for sharing information and peer support. The emerging view is that there is a need to move the adult safeguarding agenda into a robust regional framework.

### **Purpose of the report**

This report

- 1) Presents the options
- 2) Is a vehicle for decision making
- 3) Explores the appetite for seeking closer synergy across adult and children safeguarding

These were initial discussions in December which paved the way to a regional North Wales Workshop which was held on 25<sup>th</sup> January 2013 with a range of stakeholders from statutory organisations. The discussions at that workshop have influenced the formulation of the options within this report.

## **Background**

The Social Services and Well-Being (Wales) Bill and Sustainable Social Services: A Framework for Action places a requirement upon partners to develop the current adult protection arrangements into an adult safeguarding agenda both locally, regionally and nationally. A statement letter from Gwenda Thomas, Deputy Minister for Children and Social Services dated 19<sup>th</sup> October 2012 communicated some clear messages around Welsh Government's direction of travel in light of its recent consultation on the Bill. Furthermore, part 7 of the Bill relating to safeguarding clearly states the requirements for Safeguarding Adults Boards and clearly sets out the objectives of the Safeguarding Adults Board as:

- (a) To protect adults within its area who:
- Have needs for care and support (whether or not a local authority is meeting any of those needs, and
  - Are experiencing, or are at risk of, abuse or neglect, and
  - To prevent those adults within its area from becoming at risk of abuse and neglect

The Bill also prescribes that Safeguarding Boards must produce an 'annual plan' at the beginning of each financial year setting out its proposals for achieving its objectives within that year and a report must be published by 31<sup>st</sup> July of each year on how it has exercised its functions in the preceding financial year, and the extent to which it implemented the proposals in its annual plan for the preceding financial year.

The WG agenda therefore, is firmly set around the requirement to develop Adult Safeguarding Boards as a means of strengthening adult safeguarding across Wales.

Statutory regulation on Adult Safeguarding Boards will set out the areas in Wales for safeguarding boards (to be referred to as safeguarding board areas). In reflecting upon discussions during consultation it is anticipated that the North Wales footprint will remain one region.

## **Joint working with Children Safeguarding Board**

Notwithstanding the fact that it is fully acknowledged that the complexities and possible risks and practice concerns associated with integrating safeguarding frameworks across both children and adult services need to be carefully considered, this is however, something that should be pursued. This would place North Wales as a region in a position of strength as the national direction of travel evolves and is clarified.

## **Engagement of Elected Members in Adult Safeguarding**

Consideration needs to be given to the active engagement of elected members within adult safeguarding. There is acknowledgement that this has been in need of some strengthening and is inconsistent. This will provide a framework of ensuring political accountability for safeguarding.

## **Current Landscape – Adult Safeguarding**

Currently the Local Authorities of Wrexham, Flintshire, Denbighshire and Conwy undertake adult safeguarding activities on an individual basis. Gwynedd and Anglesey Council's however are working collaboratively to develop a joint Safeguarding Adults Board. Although this development is currently in its infancy a shadow joint board has now been established and has met once.

The 3 sub-regional Local Safeguarding Children's Board (LSCB) in North Wales has already taken steps ahead of recent communications from Welsh Government to develop a shadow LSCB.

## **Summary of Options to be considered**

- 1 Maintain the status quo – 4 North Wales Adult Safeguarding Board and 1 Sub-regional Adult Safeguarding Board (Gwynedd and Anglesey)
- 2 Three North Wales Adult Safeguarding Boards
- 3 Single North Wales Adult Safeguarding Board
- 4 Two-tier North Wales Adult Safeguarding Board
- 5

The feedback from the workshop held on 25<sup>th</sup> January 2013 can be found in Appendix 1.

## **Options**

- 1 Maintain the status quo – 4 North Wales Safeguarding Boards and 1 Sub-regional Adult Safeguarding Board (Gwynedd and Anglesey)**

Given the clear direction provided within the Social Services and Well-being (Wales) Bill, the option of maintaining the status quo in 4 of the North Wales Local Authority areas is unlikely to be commended by the Welsh Government. A North Wales Adult Protection forum exists in North Wales however, this is a network arrangement for information sharing and peer support.



This option is least favourable as:

- It is not in line with the requirements of the Deputy Minister
- It is resource intensive
- It does not bring about efficiency
- The current arrangement is a network and not a decision making forum

## **2 Three Sub-regional North Wales Adult Safeguarding Boards (Wrexham and Flintshire, Denbighshire and Conwy, Gwynedd and Ynys Mon).**

There are a number of strengths and weaknesses to this option; the most significant weakness is the requirement for appropriate resources and duplication of work in particular for the regionally structured organisations such as North Wales Police and Betsi Cadwaladr University Health Board. This model is already being progressed by Gwynedd and Anglesey and therefore, there will be shared-learning available to develop this model. Local Authority members and officers may find a three board structure may initially be more palatable and more acceptable from a governance point of view.

This model would also mirror the established LSCB structure and again learning from this development would be shared.

This option is not favourable as:

- It is not within the spirit of the Welsh Government's footprint underpinning collaboration across boundaries.
- It does not bring about efficiency and sufficiently reduce duplication
- It continues to be resource intensive
- It is not conducive to innovative collaboration and forward thinking around governance and accountability frameworks across agency boundaries
- May be deemed as being overly cautious.
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## **3 Single North Wales Adult Safeguarding Board**

Given that 4 Local Authorities currently have individual safeguarding arrangements and Gwynedd and Anglesey sub-regional arrangements, it would be challenging to comfortably move from the current structure to a single board. Governance and accountability arrangements would need to be considered carefully and there would be potential dilution of links with local services and

remoteness from practice. This model would also run the risk of becoming detached from frontline staff and the public. Given that safeguarding currently lies within individual or sub-regional arrangements Local Authority members and officers would need to be assured that this model would provide transparent and robust governance and accountability for adult safeguarding as the statutory duty for safeguarding lies with the Director of Social Services as clearly stated in the Roles and Responsibilities of that post.

The strengths of this option include the potential for greater efficiency, reduced duplication and effective shared learning. A single safeguarding board also brings the potential to bring a broader range of skills, knowledge and experience to the safeguarding agenda. This option would no doubt, be preferred by Welsh Government and organisations that work across North Wales.

This option is less favourable as:

- Whilst the aspiration of the Deputy Minister is to have regional adult safeguarding board, to move from a local arrangement straight to a regional arrangement would require great confidence in the new model and the North Wales footprint covers a very large geographical area
- It would be too remote from practice
- It would prove hard to hold a large number of representative agencies to account
- The agenda could become unmanageable which would impact on the effectiveness of the Board
- Governance issues and accountability would become remote and impact on statutory duty of the Director of Social Services.

#### **4 Two tier- North Wales Adult Safeguarding Board**

This option would enable 3 x 2 Local Authorities to work together to develop a Safeguarding Board and to develop using the learning from the current Gwynedd and Anglesey model. However, there are elements of adult safeguarding that could conceivably be carried out on a regional basis for example, training, performance and audit, policy, and serious case reviews.

This structure would provide a balance between regional working and being able to work effectively across boundaries whilst continuing to maintain local links.

With regard to weaknesses this option would present the most potential for confusion around accountability, securing representation at the right level for both sub-regional and regional elements and would require strong leadership at each level. This could impact on the capacity of senior

managers of all agencies; some members would find that they have more meetings to attend than previously, for example however, this would have less capacity implications on pan North Wales organisations.

The most notable strengths for this options include the fact that this model is now being piloted in children safeguarding via the LSCB's and early indications would suggest its potential as a future model that could be fully integrated. Duplication would be lessened, and it allows for innovation, evolution and offers the potential to reduce demand on resources, both people and financial. The general broad direction of travel as outlined in the Bill is a National Board for Children and Adults. There is lots to learn from children safeguarding boards and this structure would allow us to achieve equity.

This is the favoured option as:

- This model is currently being piloted in children's safeguarding through the LSCB model and early indications are encouraging and positive
- Gwynedd and Anglesey have started on the journey of establishing a joint board and the learning from this is available
- It allows for the structures to be developed in ways which strike an acceptable and well-managed balance between local and regional agendas
- It maintains the ability to be responsive to local issues and practice
- The regional adult safeguarding elements could create a higher profile and increase the North Wales Board's influence regionally and nationally
- This model would be more manageable for the pan-North Wales organisations
- It strengthens the collaborative agenda in North Wales
- Having the same model for adults and children safeguarding boards will bring about equity for both adult and children safeguarding in readiness for any direction from Welsh Government
- Over time, this model will bring about the opportunity to merge some common areas of safeguarding practice across children and adults e.g. training, policies and procedures, performance and audit, serious case reviews.
- This model will also bring a real opportunity for integrated business support to underpin children and adult safeguarding across North Wales.

## **5 The favoured option – a two tier Adult Safeguarding Board**

The potential structure for this option consists of:

- One Regional Adult Safeguarding Board
- Three Sub-regional Adult Safeguarding Boards (Gwynedd/Anglesey; Conwy/Denbighshire; Flintshire/Wrexham)
- To underpin the above, four regional sub-groups:
  - o Training
  - o Policies and procedures (linking to National work)
  - o Performance and Audit
  - o Serious case reviews

### **Next Steps:**

- 1) The collaborative of NWSSIC, NWASH and safeguarding leads for the Betsi Cadwaladr University Health Board, North Wales Police and North Wales Ambulance Service are invited to form a view around the preferred option.
- 2) Provide a clear steer to the current adult protection forum in relation to their existence and any forward work programme
- 3) Consider the resources needed to take forward