



Arolygiaeth Gofal a Gwasanaethau Cymdeithasol Cymru
Care and Social Services Inspectorate Wales

Performance Evaluation Report 2013–14

Bridgend County Borough Council
Social Services

October 2014

This report sets out the key areas of progress and areas for improvement in Bridgend County Borough Council Social Services for the year 2013–14

Annual Review and Evaluation of Performance 2013 - 2014

Local Authority: Bridgend County Borough Council

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Summary

The council has continued to work towards its change agenda and the development of new models of service delivery, in line with the expectations of the Social Services and Wellbeing (Wales) Act 2014. This has been within the context of significant financial challenge as well as increasing demand and ensuring that existing service users continue to receive the services that they need. Supporting this are good levels of consultation with partner agencies, families and the public.

The council has experienced a number of changes to the corporate management team with new appointments to the statutory director of social services role, fulfilled by the corporate director of wellbeing, along with a new appointment to the corporate director for children. Both directors take a strong lead in supporting the service by providing oversight of strategic delivery and operational components of the service. In February 2014, a restructuring of the management of the children's directorate took place, within which safeguarding and family support services sit. The council have continued to benefit from a dedicated cabinet member for children's services who assumes the role of chair of the council's corporate parenting committee.

The wellbeing business plan ensures that the new way of working is clearly supported in priorities and actions. Both now and in the coming years, the focus for the directorate will be on developing the best solutions for delivering support and services that meet service user needs flexibly, while providing value for money. This includes greater integrated working with health and the third sector. The council has mechanisms in place for identifying and addressing gaps in performance.

The council is reviewing its current commissioning framework in order to respond effectively to the Welsh Government's policy "*Mwy na Geiriau*", '*More than Just Words*' the strategic framework for the use of the Welsh language within the social care workforce.

Response to last year's areas of improvement

Area for improvement identified last year	Progress in 2013 - 14
The council needs to ensure that the future models of care and extra care models are able to respond to the needs of people with dementia	An action plan is in place against which CSSIW will monitor further development.
A clear consultation strategy and workforce plan is required to support the remodelling of the council's in-house services.	This has been addressed through the remodelling adult social care programme.
Further scoping of the social care market will need to be established in order to respond to the expected changes in demographics, future demand and levels of expectations for services.	The need to develop market position statements is acknowledged and CSSIW will monitor progress in 2014-15.
Improving the performance and recording of statutory visits to looked after children.	This remains an area for development and CSSIW will monitor future performance.
Mitigating the impact of an increase in looked after children and child protection on workers caseloads.	This continues to be monitored and responded to.
Continuing the progress made in the development of integrated services.	The integration of services remains a high priority and CSSIW will monitor further development.
Addressing the regulatory shortfalls identified within in-house residential services.	Progress continues to be made in this area and will be followed up in future inspections.
Devising a robust system to inform staff of the outcome of audits in children's services and monitor the changes required.	There is now a quality assurance framework in place.
Addressing the recruitment and retention challenges in children's services in the face of increases in workload.	Additional staff continue to be recruited in order to deliver services

Addressing staff sickness absence.	Ongoing process with corporate HR.
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Visits and inspections undertaken during the year

CSSIW undertook site visits to adult social care services, observing the work of the remodelling adult social care programme board which brings together all the work streams designed to modernise adult social care in Bridgend. In children’s services a site visit was conducted to examine arrangements for preventative services for both children and families.

These visits were in addition to the annual programme of inspections carried out on the council’s regulated care settings and services for adults and children, including operational involvement in escalating concerns and safeguarding mechanisms. Meetings with both heads of service and quarterly meetings with the strategic director and the senior management team have been held throughout the year.

CSSIW conducted a national inspection of safeguarding and care planning of looked after children and care leavers who exhibit vulnerable or risky behaviours (‘looked after children inspection’) and national reviews of commissioning for older people with dementia and the use of deprivation of liberty safeguards under the Mental Capacity Act 2005. There was inspection fieldwork undertaken relating to looked after children and deprivation of liberty safeguards, the reports of which are yet to be published. The council contributed to the commissioning review with information which fed into the published national overview report.

Areas for follow up by CSSIW next year

A number of specific areas for improvement have been identified in the body of this report. The council’s progress in relation to these will be the discussed with the council during regular engagement meetings, and site visits in the coming year. Other areas for follow up are listed below.

- Progress on the modernisation and integration of adult social care;
- Early years intervention and prevention services;
- Overview and scrutiny arrangements;
- Outcomes and recommendations of the looked after children inspection and the review of deprivation of liberty safeguards;
- Western Bay Health and Social Care programme progress.
- CSSIW will contribute to a WAO led review to examine whether councils are effectively supporting older people to live independently, including through joined up working across health and social care.

Performance

Shaping services

Adults

People continue to benefit from the robust approach to commissioning services and ongoing contract monitoring. Within contract monitoring and quality assurance processes, an outcome focussed commissioning approach has been developed and implemented. Contracts have now been more closely aligned to quality standards in an effort to measure the impact and outcome for individuals.

The remodelling of adult social care programme board continues to drive forward the council's modernisation agenda, in line with the requirements of the Social Services Wellbeing (Wales) Act 2014. This has led to detailed planning to develop a business case for homecare and residential care. The aim is to transform traditional services into extra care models, and also strengthen residential reablement and complex care in partnership with health.

The council's draft learning disability commissioning plan supports the work carried out following the recommendations from the 'Alder' opportunity assessment that was carried out in 2012-13. Implementation has focussed on the delivery of a progression pathway which supports and enables people to move to greater levels of independence by targeting support through a person centred planning process.

The council has not yet developed specific market position statements. However, the remodelling programme does reflect, through the business cases, the pattern of care and support services the council wants to develop in the future.

Implementation of the Mental Health (Wales) Measure 2010 has continued to be a priority during the year with the development of a mental health commissioning plan which will be consulted upon this year. The development of a local dementia plan remains a priority, which the council are working towards

The council has reviewed its contractual expectations in line with the Welsh Language Act and now has a clear action plan to monitor compliance in commissioned services during 2014-15.

The council continues to make progress on an ambitious programme of change whilst also being a strong partner of the Western Bay Health and Social Care Programme. This programme was established in 2012 and aims to bring together the City and County of Swansea, the county borough councils of Neath Port Talbot and Bridgend and Abertawe Bro Morgannwg University Health Board to deliver joint integrated services models with innovative and cost effective services. It is underpinned by the principles of shared best practice and the pooling of resources and expertise to deliver on savings. The focus last year was to review and test the

case for collaborative working and make progress with joint business cases. The work programme has numerous separate projects including adult learning disability, adult mental health, community services for older people and a cross cutting project focussed on contracting and procurement. The programme which also includes the adoption project is complex and very ambitious and will require full commitment from all partners in order to deliver the anticipated outcomes.

Children

Good partnerships are in place to safeguard and support children and families. The council recognise the importance of joint working with health, partner agencies and third sector partnerships in developing and implementing a range of services that are needed to meet the complex and varied needs of children and families, including a single point of access to services, and developing a preventative agenda.

The council has continued to make progress with the development of a strategic framework for integrated working with all relevant partners. This will further support children and families by the establishment of community hubs and multi agency teams.

Developments in the early intervention strategy, together with effective partnership working is effectively targeting tier one and two services with the aim of preventing children and families entering the statutory services. The council have developed multi-agency panels, including an out of authority panel to coordinate access to placements, and promote effective permanency and care planning.

The council is leading on transition planning on behalf of the Western Bay collaboration.

Areas of progress

- The remodelling of adult social care.
- The development of commissioning and contract monitoring function especially within learning disability services.
- Early intervention.

Areas for improvement

- To continue to make progress with the work on developing new models of care and support in adults services.
- Make progress with the work on a local dementia plan.
- To continue to monitor the work of the multi-agency panels to ensure effective contingency planning and effective transition planning of out of county placements.

Getting help

Adults

The council is aware of the need to align its service development to the requirements of the new Social Services and Wellbeing (Wales) Act 2014. It is looking to achieve this by the various work streams aligned to its remodelling programme. There is recognition of the need to achieve a cultural shift amongst its workforce to ensure that the new ways of working required are embedded into day to day practice.

The integrated referral management centre is a single point of access for referrals received into the community resource teams and the community adult teams including physical disability and sensory impairment and the older people mental health team. During 2013-14, this new resource has become well established. The next stage of its development will be for it to incorporate the referral management arrangements for the district nursing services. As a result of bringing the management of referrals together into a single integrated system a reduction in the duplication of referrals has been achieved, and as such people's access to services has been greatly improved and simplified. People's access to services and the appropriate signposting has been enhanced by the brokerage service provided by the British Red Cross. This has provided more timely and targeted support to individuals in order to maintain people's independence.

The local primary mental health support provides access to services as set out in the Mental Health (Wales) Measure 2010. It reports good performance in achieving its targets in both primary and secondary services. The need is now to develop a quality assurance framework to monitor current and inform future practice. A review of mental health services has been commissioned by Western Bay which will help determine a sustainable mental health service for the future.

Children

People are able to access children's services through the county-wide assessment team. This continues to provide a comprehensive range of information to children, young people and families about the services available, how to get help and what they can expect to receive. All information has been updated and reviewed during the last year, and includes revised information on advocacy, and complaints.

Last year, CSSIW reported that there had been a dip in performance in relation the completion of initial and core assessments. There has been a further deterioration this year, performance with both initial and core assessments being completed within statutory timescales falling to 77% and 63% respectively. The council is

confident that the quality of assessments has improved with greater detail recorded of service users' wishes and feelings and the assessment being more outcome focussed. The council acknowledge the high number of referrals received and the pressure this has placed on social workers as a result of rising numbers of looked after children and child protection cases during the year.

The council's placements and permanency strategy sets out its intentions in respect of their looked after children. To support this strategy the council have recruited an additional three social workers specifically to make progress with plans for children and young people who would more appropriately be looked after under the auspices of either a residence or special guardianship order.

Last year, the council acknowledged that further improvement was required in the recording of statutory visits to looked after children. While the percentage of statutory visits to looked after children due in the year that took place in accordance with regulations declined slightly in 2013/14 – and at 69% is well below the Wales average - the council state that its continuing priority is to improve the quality of recording and outcomes from those visits.

Areas of progress

- In children's services, the progress on producing quality assessments albeit not within the statutory timescale.
- The continuing development of the integrated referral management centre in adult services.

Areas for improvement

- Bring district nursing services into the integrated referral management centre.
- Develop a quality assurance framework across Western Bay to ensure that mental health commissioning is consistent and effective.
- Improve the timeliness of recording of statutory visits in children's services.

The services provided

Adults

The re-modelling adult social care programme continues to oversee transformation. The need to increase the pace of change and the necessity to work in partnership to achieve the necessary developments and financial savings will lead to increased integration with health, collaboration with neighbouring authorities and stronger commissioning arrangements with the independent and third sector. This has been a priority for the service during the last year.

Both the residential reablement service and the telecare service continue to develop and expand year on year. These services are fully integrated with health and co-located with, the community resource team. People accessing reablement services benefit from a range of specialist assessments and services to meet their needs.

The Western Bay collaboration has made good progress in the last year, and in 2014-15 it is moving forward with the implementation of the joint commitments and associated business plans. The remodelling of the transition strategy for young people with a disability is being commissioned through the Western Bay learning disability project and is due to report in July 2014.

In learning disability services, a state of the art emergency and assessment unit was opened by the council in November 2013. This is a fully adapted building with five bedrooms which will be able to respond immediately to emergency situations by providing fully staffed accommodation. The unit has been well used since it opened and a protocol is in place to ensure that people move on from the unit at an appropriate time. In 2014-15 plans will be progressed to enable the service to be marketed to neighbouring authorities.

CSSIW inspections of the council's in-house residential services identified a number of service deficiencies and shortfalls. However, the council responded well and continues to work with the inspectorate to respond to issues of concern.

Children

There are a substantial number of services provided to work alongside children and families coming into or remaining in statutory services. There is clear evidence of good joint working with partner agencies. These services are targeted to meet the individual needs of children and young people which also provide a range of support and resources to children who cannot remain with their families in the short or longer term. These services provide placements either with foster carers or in residential care. During 2013/14, CSSIW inspections of the council's three in-house children's homes and its fostering services reported positively with no non-compliance notices issued. Bridgend Foster Care received a positive inspection and has been particularly successful in the recruitment of new foster carers.

The regionalisation of the adoption service will commence in October 2014. The service will be led by Swansea council and overseen by the Western Bay strategic board.

The family intervention service consists of the intensive family support service (IFSS), connecting families, and family support team. The IFSS service, which is based in Bridgend is delivered across the Western Bay footprint on behalf of Swansea and Neath Port Talbot councils as part of the Western Bay collaborative.

It is predominantly focused on families with substance misuse issues. The other family support services are delivered locally in Bridgend only and they are supported by a multi-agency team who are equipped to work with families referred to them with complex needs. This is overseen by the family intervention support panel.

The success of this approach is measured in a number of ways, one of which is a cost intervention analysis which clearly shows the financial benefits to the council of adapting this model of support and intervention. Further evaluation consists of an outcome analysis, and the input of a user steering group. Partnership working across the health board and the three councils is critical to the success of this service, and has ensured that a robust service is in place to meet the demand across the region.

Areas of progress

- Arrangements for the regional adoption service
- Reablement and assistive technology support.
- The range of intervention services for children and families.

Areas for improvement

- To make further progress with the good partnership working for looked after children.

Effect on people's lives

Adults

Vulnerable adults and their families continue to receive support and protection from a robust and developing partnership between the safeguarding functions of the council, the health board and its partner agencies, including CSSIW. The adult safeguarding regional board was established on 1 April 2013. This will support the development of audit and evaluation, development of strategic training, communication and engagement, and a mechanism to review the council's response to escalating concerns. The safeguarding team benefits from close working with contract monitoring officers.

Between February 2013 and March 2014, there was a significant increase in adult safeguarding referrals that were initiated by the ABMU investigation into practice at the Princess of Wales Hospital in Bridgend. Whilst challenging, this has resulted in a very pro-active improvement of systems and processes.

A national thematic inspection of the Deprivation of Liberty Safeguards (DoLS) in Wales was conducted jointly by CSSIW and Healthcare Inspectorate Wales (HIW).

It found applications to the council in its role as the supervisory body were low. The council had already identified that further work was to be undertaken in 2014-15 to ensure renewed training and awareness across the sector. However the impact of the recent Supreme Court Judgement, referred to as the Cheshire West case, is likely to significantly increase the applications for deprivation of liberty safeguards to the council. This will have implications for the workforce in dealing with the increased level of demand. The council will be developing an action plan to ensure that they are compliant with the recommendations arising from the judgement. This will be an area for follow up by CSSIW in the coming year.

The contract monitoring team has continued to work in partnership with ABMU Health Board and CSSIW when monitoring the quality standards within care homes providing personal and nursing care. Support has been given to providers, especially to those who have not achieved the required scores against the council's quality standards. Considerable effort and time is spent with providers to help them improve their performance to achieve better care and outcomes for service users.

At a rate of approximately 1% per thousand population aged 75 and over, the council continues to make year on year progress in minimising delayed transfer of care for social care reasons.

The council has developed a carers' information and consultation strategy, in collaboration with carers, families, colleagues in health and the third sector. It has appointed a carers development officer, and this post is seen as critical to improving engagement with carers and in valuing them as equal partners in care. The development officer is working across adult and children's services to raise the profile of carers and to identify those carers who are 'hard to reach'. The post holder is currently developing a model for the assessment of young carers to improve performance in this area, and has produced a guidance document to assist carers to complete the self assessment form.

The council made good progress during 2013-14, offering almost 97% of carers an assessment compared to around 89% for 2012-13. However, those provided with a carers assessment has slightly reduced by 12 over 2013-14. The percentage of carers provided with a service following a carer's assessment increased from nearly 26% in 2012-13 to 48% for 2013-14.

Children

Bridgend's local safeguarding children's board was incorporated into the Western Bay regional arrangements in readiness for the implementation of the Social Services and Wellbeing (Wales) Act 2014. The council has developed a new corporate policy on safeguarding to reflect the new arrangements. This intends to raise awareness that safeguarding is everyone's responsibility, and clarifies each

member of staff's duty to safeguard and promote the welfare of all children and adults.

Throughout the past year the child protection co-ordinator for education and the youth service delivered child protection awareness training to all school and youth service staff as part of a three year rolling programme. A whole systems approach to safeguarding has been introduced with a range of multi-agency partners, members and families.

The council has created a principal officer post for overseeing the Public Law Outline. This officer has two primary roles. Firstly, managing the placement and permanence strategy, which ensures that the best outcomes are achieved for children and young people entering the looked after system. Secondly, the oversight of the Public Law Outline process in order that timescales are met, and taking on a practice leader role and quality assurance function.

Areas of progress

- Effective partnership working across adults and children's safeguarding.
- Further reduction in the rate of delayed transfer of care.
- Improved performance in undertaking carers assessments.
- The development of the principle officers role for Public Law Outline
- The delivery of child protection safeguarding training to education and youth services.

Areas for improvement

- The development of a model of assessment for young carers.
- To increase awareness across the sector of the requirements of the deprivation of liberty safeguards.

Capacity

Delivering Social Services

The council were successful in the appointment of the corporate director of wellbeing, who carries the responsibility for statutory director of social services across the council. At the time of writing the position of head of adult social care was yet to be filled. On appointment this will bring further stability to the senior management team and capacity to drive the council's plans for modernisation and change to the care and support that it commissions and provides.

The council undertook a review of the senior practitioner role across adults and children's services which recognised the need to create an infrastructure of professional support to the social care workforce. The council supports its staff to

work in an enabling way with the people it serves, which promotes dignity, increasing independence, and recognises the importance of individual need. Training in dementia care awareness has been a priority. The dementia care training team, together with the council itself, was a finalist in the Care Council for Wales Social Care Accolades 2013.

The accessibility of performance and management information is essential to effective service delivery. The numbers of case file audits undertaken through supervision in 2013-14 remains low and the council now plans to review the supervision process.

A priority for adult social care continues to be the management of sickness absence and there has been an increased focus on supporting front line managers to more effectively manage this in order to ensure an improvement. The appointment of a dedicated absence officer within the service has been able to focus on the provision of training on the absence management policy and sickness absence procedures. Despite this, the end of year position was 16.3 days lost per full time equivalent for adult social care against a target of 12.7 days. This, however, was a reduction of 8% on the end of year position in 2012-13. The council recognises that the rate is unacceptable and managers continue to closely monitor performance.

The council remains committed to its recruitment and retention policy, particularly in children's services. In 2012-13 the workforce remained generally stable with social work posts being filled predominantly with permanently employed staff. This year the council has faced a challenge with a number of experienced staff leaving the authority. In response, it has recruited replacement social workers, the majority being either newly qualified or with less than two years post qualifying experience. At the end of this reporting period there were very few vacancies. With a large group of newly qualified social workers, the council have faced particular difficulties protecting newly qualified social workers within their first year of practice. This has resulted in senior practitioners having to carry heavier caseloads comprising the more complex child protection and looked after children cases. Notwithstanding this, during 2013-14 the average caseloads for both social workers and senior social work practitioners reduced. During 2013-14, 23 social workers left and 30 new appointments were made, including 22 newly qualified social workers, of whom 17 people successfully completed their first year in practice.

Although the council reports that performance management arrangements are increasingly more embedded into case management teams, there is a recognised need to continue to assist staff to further understand the programme of change that is driven by a focus in effectiveness and efficiency. Case file audits have routinely been carried out which have highlighted issues about practice in relation to individual cases for which remedial action has been taken. Multi-agency audits have also highlighted cases where lessons can be learned and used to improve future service delivery.

Areas of progress

- Training in dementia care awareness
- Positive response to the challenges in staff recruitment and retention in children's services.

Areas for improvement

- Continue to monitor absence levels in adults' services.
- A system of effective case files audit and supervision across both adults and children's services.
- Monitor the impact on senior practitioners of carrying complex caseloads due to the relative inexperience of newly recruited social workers.

Providing direction

The council has acknowledged the need to develop new ways of working in order to prepare for the Social Services and Wellbeing (Wales) Act 2014. Adult social care has in place a range of developments and is committed to partnership working as the most effective way to continue to deliver quality services to the people of Bridgend.

The directorate continues to develop an integrated approach to the delivery of health and social care services, this involves the remodelling of adult social care. The continued budget pressures and demographic changes present a challenging time for social services. Despite these challenges adult and children's social care remains committed to the delivery of quality support and services and will continue to modernise in order to make services sustainable and proportionate in the future.

Throughout the year the council continued to benefit from having a dedicated cabinet member for children's services who assumes the role of chair of the corporate parenting cabinet committee. Members of the committee continue to benefit from training on their corporate parenting responsibilities to ensure they are better informed on the range and scope of the services in place for looked after children and young people. Further scrutiny and challenge on the range and quality of our services is provided by the children and young people's overview and scrutiny committee and through the corporate performance assessment processes.

During the year, as stated elsewhere, there were a number of changes to the corporate management team which resulted in new appointments to the statutory director of social services role in the form of the director of wellbeing, along with a new appointment to the corporate director for children, who fulfils the statutory director for education role.

Areas of progress

- The profile of children's services within the council
- The appointment to senior posts
- Integrated working with a range of partners.

Areas for improvement

- To continue to develop the strong corporate and political support to drive modernisation and to respond effectively to the requirements of the new social Services and Wellbeing (Wales) Act 2014.