

# Performance Evaluation Report 2013–14

Pembrokeshire County Council Social Services

October 2014

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

## Annual Review and Evaluation of Performance 2013 - 2014

Local Council: Pembrokeshire County Council

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## Summary

There has been sustained improvement in Pembrokeshire County Council's social services throughout the year. The council has continued to invest in the social services workforce in both adult and children's services in support of the recommendations from its recruitment and retention strategy for social work.

The corporate director of children's services and education is the statutory director of social services. The new senior management structure was completed with the appointments of the director of adult care and the head of children's services. The newly created post of head of joint strategic commissioning was also filled in 2014.

People in receipt of adult services continued to benefit from the emphasis on supporting people in the community through the 'care closer to home' project and progress on this is being maintained. Making progress with the integration health and social services is pivotal to helping people remain independent and getting the most from community based services. There is commitment from all partners to achieve this.

Children's services have sustained the improvement noted last year. The investment in the workforce has had the effect of developing professional practice resulting in improved outcomes for children. In June 2014, Estyn visited Pembrokeshire to review the progress made by the council against the remaining recommendations arising from the inspection of education in October 2012. The council was considered to have made sufficient progress against the post-inspection action plan.

In response to the Welsh Government's strategic framework '*Mwy na Geiriau*", *'More than Just Words*' the strategic framework for the use of the Welsh language within the social care workforce, the council increased the availability and flexibility of Welsh Language training for staff. It intends that the Welsh language becomes a core component of the care services delivered.

While there has been considerable investment in the social services workforce over the past two years, the council has now set savings targets for the next two years of £1.1 million, which equates to a 2.6% reduction in spend. It is confident

that this can be achieved through effective and improved commissioning and procurement. The council is reviewing its high cost out of county placements and the future provision of its in-house domiciliary care and reablement services.

The council demonstrates, both in the director's report and the heads of service reports, that it has a clear vision of how social care is going to be delivered over the coming years. The strategic intentions are described in the single integrated plan, and this translates across to the improvement plan for social services. There is a clear direction and a commitment to ensure that service remodelling will deliver efficient and effective services to people based on their needs and wishes. This ambition – if achieved – will support the implementation of the Social Services and Well Being (Wales) Act 2014.

## Response to last year's areas of improvement

The council has demonstrated positive improvements across all service areas for adults and children. The areas for priority are clear as are plans for delivery in the future. Effective systems are in place to monitor performance against the key objectives set out in the business plans for both adult and children's services.

Area for improvement identified last year	Progress in 2013 - 14
The council should consider how the proposed overarching commissioning plan will deliver a reduction in cost in adult services	The council has developed a joint commissioning hub reflecting delivery priorities, quality and value for money. In house domiciliary care and reablement has been contracted to an independent provider from 1 October 2014
The council should improve commissioning arrangements and contract monitoring in order to shape the market.	The commissioning plan 2012-16 sets out statutory intentions and sets out intentions in developing a market position statement in four service specific areas. The council intends to have this in place by April 2015.
The council should ensure that adult safeguarding arrangements are reviewed within the new team structure to ensure quality outcomes and consistency of practice.	An additional senior practitioner post increased capacity and experience to deal with adult safeguarding. The new divisional structure for adult care includes team managers with responsibility for undertaking the designated lead manager role in safeguarding cases. This will further increase capacity for managing the safeguarding of vulnerable adults and

	undertaking investigations.
The council should consider how it can build on the work undertaken this year with carers in order to increase the uptake of carer assessments.	The number of carers who agreed to an assessment or review increased from 351 last year to 423 in 2013/14. The council is currently working with the health board on a joint carer's strategy and a carers group will be set up.
The council needs to analyse the reasons behind the increase in child protection referrals and the impact of this on the caseloads of social workers.	The council identified the increase in referrals was linked to a high number of vacancies and the inability to work preventatively with families. It is undertaking a thematic audit of s47 activity, to evidence that thresholds are consistently applied and that children are being registered appropriately.
Following the development of the revised integrated assessment tool, an evaluation of its effectiveness in improving outcomes for children and young people should be undertaken.	New formats for assessments and care plans were developed including an integrated core assessment tool which enables social workers to use one assessment for a variety of purposes. Their use has been monitored and the format developed further for introduction in 2014-15.
The review of high cost placements should consider the development of future care, support, accommodation and the modelling of different options for people with a learning disability.	A collaborative review of high cost placements has concluded which builds on the Alder review. This is an important strand of work as part of the remodelling of service provision. A detailed position statement is being developed which will inform the future approach.
Improving the support given to young people at 18 and consider how transition working can be improved.	A transitions social worker is in post and interim arrangements have been agreed to supplement the existing transitions protocol, pending completion of the review of services for disabled children in 2014-15.
The council should continue to develop clear procedures for local use around escalating concerns in care homes to ensure all staff are aware of their	A review of the council's response to the escalating concerns protocol has commenced jointly with health partners. Changes will incorporate the recent

responsibilities and decision making is consistent and evidence based.	organisational development in adult social care and health.
Be assured that robust local adult safeguarding governance arrangements are maintained during transitional process to regional safeguarding board.	The adult protection committee continues to meet regularly. The safeguarding and quality assurance group meets monthly and methodically considers trends, reviews specific providers and proactively intervenes in areas of concern.
Progress its development in supported housing options for young people.	Supporting people funding has been secured to take forward the core and cluster supported housing proposal for young people during 2014-15. The provision of training to support the development of skills for independent living is being co-ordinated through the youth homelessness steering group.
Continuing to improve the working arrangements between education and social services to address the safeguarding legacy.	The working arrangements between education and social services are much improved under the new structure. The head of children's services meets regularly with the corporate director. Arrangements for clear oversight of all allegations of professional abuse have been developed.
The council needs to ensure that the role, purpose and direction within the corporate parenting team is clear and supported, together with addressing the team culture.	The re structuring of children's services has resulted in clearly defined roles and accountabilities for both team mangers and workers.
The council should monitor the ongoing capacity and performance of the children in need team.	The restructuring has resulted in clear roles and expectations from senior management which is regularly scrutinised. Three of four vacancies have been filled.
Continued oversight of scrutiny arrangements to ensure they are effective in delivering improvement and good governance for all safeguarding services.	The scrutiny committees are strongly led by councillors who are not afraid to challenge officers about safeguarding – committees have attended by CSSIW

## Visits and inspections undertaken during the year

CSSIW met with senior management of the council at routine engagement meetings and completed the annual programme of inspections of the council's regulated settings and services for both adults and children. CSSIW specifically reviewed the council's response to the implementation of both the Mental Health and the Carers (Wales) Measures 2010.

The council participated in a thematic review across all councils in Wales of commissioning arrangements and also the national review of the deprivation of liberty safeguards under the Mental Capacity Act 2005. The focus of the commissioning review was on the effective commissioning of care and support for people with dementia and their carers. Although the council was not subject to any inspection fieldwork in either review it did take part in the surveys which have informed the outcomes of both national inspection reports which are yet to be published. The council also took part in the National Inspection of safeguarding and care planning for Looked after Children and Care Leavers who exhibit vulnerable or risky behaviours ('looked after children inspection').

## Areas for follow up by CSSIW next year

- Progress on the remodelling of adult and children's social care.
- Early year's intervention and prevention services.
- Overview and scrutiny arrangements.
- Progress on the outcomes and areas for improvement noted in the looked after children inspection.
- Progress on how well the council as the supervisory body is responding to the increased numbers of deprivation of liberty safeguards (DoLS) applications.
- 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

The council has strengthened its joint commissioning arrangements by investing in a new post of head of service for commissioning. There is clear commitment in both the commissioning plan and the single integrated plan to ensure a joint approach to commissioning across the council and with health partners. It also clearly recognises the challenges of an increase in an ageing population and the consequent increase in demand for services and support required by people with complex care needs.

Within the strategic commissioning framework there is evidence that the council places emphasis on building community capacity, prevention and self help. Its strategic intention is to maximise people's independence through the provision of integrated rehabilitation and reablement services. Where people require longer term care, the council intends to ensure people have a greater voice in how they wish their needs to be met. The council is developing more extra care facilities in the north of the county which will further support reablement and maximise independence for people who wish is to be supported in their own homes. As part of the development there is a health centre, a day centre and a large community space reflecting the plans for supportive communities.

The council has reviewed its commissioning and contract monitoring arrangements and has identified the need for increased capacity in the team to deliver quality outcomes. A review of all contracts with providers is currently ongoing and will provide the focus for further developments in the future. CSSIW inspectors continue to note good responses to the monitoring and review of contracts following individual safeguarding referrals. There is good engagement with providers of services which includes an established forum for domiciliary care. The council hopes to establish a care home forum in the next year. The contractual agreements with domiciliary care providers have been retendered this year and new contracts with some 20 providers will commence on the 1 September 2014. The council has also tendered all of its in house domiciliary and reablement care to an independent provider with an anticipated start date of 1 October 2014.

A quality assurance framework is being established, the council intends to consult with the sector before this is implemented and initial meetings have taken place with provider representative bodies.

## Children

The council's intention last year to strengthen consistency of care for children and young people has been achieved by the integration of children's services and education into a new directorate for children and schools. It is evident that this structural change has improved communication, professional practice, more effective joint working and an increased and shared ownership and understanding of safeguarding issues in education.

The Flying Start centre at Pennar and the team around the family service have continued to develop and are evidencing improved outcomes for children and families. These teams are integrated with both local council and health colleagues co-located, and are reported to be working well. The council has commissioned research about the effectiveness of the Flying Start provision and are extending the provision to other areas of deprivation in the county - intending to reach an additional 165 children. There has been continued development of the team around the family service by integrating workers from inclusion and well being with colleagues from education, resulting in a single family support service. The council anticipates further development work, but has already seen positive outcomes and reduced admissions to care as a result of these interventions.

The integrated family support team established collaboratively with other authorities in Mid and West Wales has seen an increase in referrals. This is in the main, due to the awareness raising across the council, voluntary sector and partners. The council has identified that a review of all services for children with disabilities is required due to potential duplication of delivery, and it is keen for families to be clear about what services are available to support them. The intention is to modernise the services to deliver a more sustainable enablement model which focuses on independence, with support provided as and when necessary.

The council has been pivotal in developing the regional adoption service alongside its neighbouring authorities of Ceredigion, Carmarthenshire and Powys. Within the county there has been an increase in 'should be placed' decisions and an improvement in timescales between decision making and placing children with adoptive families.

#### Areas of progress

- The establishment of the joint commissioning hub.
- The community resource teams are driving improvement in the integration of services.
- Further development of the family centre at Pennar.
- The development of the regional adoption service.
- Consolidation of the team around the family service.

#### Areas for improvement

• The council should consider and implement the findings of the review of services that meet the needs of children and families with a disability.

## Getting help

#### Adults

The council has increased the number of professionally qualified workers that it employs. This has led to more effective decision making in line with their principle of 'getting it right the first time' to provide an effective and targeted service to meet people's care and support needs. The council have successfully implemented the requirements of the Carers (Wales) Measure 2010. It contracts with a number of third sector organisations who support carers, or who offer respite to those they care for. The carers' information service, offers information and advice to a large number of carers, through regular news bulletins and the 'Carers Gazette'. The information service also signpost to various supports groups and organisations that may be able offer assistance. The council has promoted the benefits of carers' assessment to its staff. Sixty two staff, including 18 health staff, attended carers' assessment training, and the council intends to extend this training during the coming year. The carers' strategy, which is part of the single integrated plan, sets out a five year vision to drive partnership work. The council was successful in increasing the number of assessments to carers from 351 last year to 425 in 2013/14. This is a positive step in ensuring that people are able to get help when they need it, and shows a commitment to recognising the importance of the role of the carer.

Where people have a learning disability or mental health problems the council in partnership with Hywel Dda University Health Board commissions advocacy and support services from third sector organisations. Age Cymru Pembrokeshire supported service users and their families during the recent planned closure of a care home. This was beneficial and welcomed by those people who were affected by the closure.

People are able to access a wide range of advice, information and support via the council's website.

#### Children

The social worker recruitment and retention plan has been successful, both in attracting new staff to the council and also in retaining existing staff. All teams now have permanent management arrangements in place and are managed by qualified social workers. Managers report that staff have more manageable caseloads and that this is improving social work practice.

Access arrangements for children's services were remodelled last year and this has meant that social workers now have more time to undertake direct work with children and families. The council operates a first contact centre which is responsible for handling all referrals other than child protection. The team ensures that all referrals requiring action are dealt with the same day.

The council reports that all initial assessments are being undertaken by qualified social workers. This is a positive step resulting in an increase in the percentage of initial assessments that took place where there is evidence that the child has been seen by the social worker. CSSIW had previously reported that the quality of analysis in assessments needed to improve. As a result, the council

developed a revised integrated assessment tool. New formats for assessments and care plans have been developed which include an integrated core assessment tool, this enables social workers to use one assessment for a variety of purposes. The council has continued to monitor the use of these revised formats. It is developing them further so that decision making is more explicit.

Performance on the timeliness in referrals to children's services has been maintained from last year, with 98% of referrals being actioned in one day. This is positive and further suggests that the investment in the workforce during last year was an important step in securing stability and sustained improvement in performance. A child was seen by a social worker undertaking assessments in 92% of initial assessments and seen alone in 61%, with 97% of initial assessments completed within seven days. The average time for those taking longer was 10 days. Core assessments were completed within 35 days in 94% of the cases and the average time of those taking longer was 43 days.

The number of children whose names are on the child protection register has dropped significantly compared to last year and was down to 69 at the end of the year. It would appear that this is a result of the preventative work being undertaken now that the staffing situation has been strengthened and stabilised. The council aimed to improve the overall timeliness of reviews of looked after children, children on the child protection register and children in need. The percentage of child protection reviews carried out within statutory timescales stayed the same as last year; reviews of looked after children improved slightly; and there was a significant increase in the timeliness of reviews of child in need, from 65% last year to 83% this year.

## Areas of progress

- Further development of work across the county to support carers.
- Sustained improvement in timeliness of referrals, assessments in children's services.
- Drop in the numbers of children being registered on the child protection register.
- The significant increase in the timeliness of reviews of children in need.

#### The services provided

#### Adults

The Care Closer to Home project has concluded and a report is awaited which will identify other areas where the model may be able to be replicated. Particularly over the winter months the project successfully supported the safe discharge of 252 people from hospital and resulted in a reduction in delayed transfers of care for social care reasons. The work of the community resource teams in the four

geographic areas of the county is also demonstrating that this is identifying and supporting people in the community and preventing unplanned hospital admissions. Case management of these people is co-ordinated by the integrated community teams.

Work of the Mid and West Wales collaborative to review high cost placements has begun and meetings with the council indicated that this was an area where there was a real opportunity to reduce costs and provide challenge where there is potential waste. This is of particular importance as the council strives to remodel services which focus on prevention and early intervention and increasing the current reablement services. This builds on the review of its learning disability services and is an important strand of work as part of the remodelling of service provision. A detailed position statement has been developed which will inform the future approach.

The council with the endorsement of cabinet members decided to close an in house care home, this followed an extensive consultation process which was well managed by the council and service users and families were supported through the closure process by advocacy arrangements.

The council as a provider of services now operates four care homes. During the year the council decided to move provision of its in house domiciliary care and its reablement services to the independent sector. This will be an area for both the council and CSSIW to monitor closely to ensure that the new arrangements achieve good outcomes people.

## Children

The integrated family support service (IFST) and the team around the family (TAF) service are now well established and achieving positive outcomes for both children and families. The TAF has supported 289 families this year, of these 101 needed no further intervention as a result of positive outcomes from the team around the family action plan. Only 23 cases have been escalated to mainstream services.

Almost a thousand children benefited from the Flying Start programme this year and the council intends to increase this number to a further 165 children next year in additional areas of deprivation in the county. CSSIW is currently registering the centre at Meads School which will be one of the identified areas.

Action for Children delivers a service to young carers in Pembrokeshire on behalf of the council. The service offers one-to-one support, support groups, focus groups and holiday activities. During 2013/14 218 places were allocated to young carers on holiday activity programmes. Surveys of these children and young people overwhelmingly state that it has made a huge difference to their lives and provided positive outcomes for them. As part of its corporate parent responsibilities the council is an early adopter of the Welsh Government's policy 'When I am Ready' for their looked after children. Under this new scheme, the local council has a duty to support eligible children to remain with their foster carer beyond the age of 18, where the young person has requested this support. So far the council is already supporting nine young people who have requested this support. Holly House short breaks unit is a respite service provided by the council which provides care for children from ages eight to 18. CSSIW's inspection concluded that the service is well run and provides good outcomes for children and families who use the service.

## Areas of progress

- The on going development of the team around the family and integrated family support service.
- Support to young carers.
- Support to young people leaving care as set out in 'When I am Ready '.

## Effect on people's lives

#### Adults

It is evident that collaborative health and social care services in the community, alongside services to support independence such as reablement, are contributing to better outcomes for service users. Analysis has shown that a high percentage of people receiving a reablement service following a period of ill health no longer require support, increasing from 41% last year to 47% this year.

Vulnerable adults continue to be protected by well-established safeguarding processes. The safeguarding team has benefited from the appointment of an additional senior practitioner. As part of the restructuring of adult services all team managers have been trained as designated lead managers and can now both chair meetings and undertake investigations where identified.

The recent Supreme Court judgement referred to as the 'Cheshire West' case has significantly increased the applications to the council for approval of deprivation of liberty safeguards under the Mental Capacity Act 2005. This has implications for the workforce in dealing with this increased level of demand.

The adult protection committee is well established with active membership from all relevant statutory and third sector agencies and continues to meet whilst the arrangements for a regional safeguarding board are put in place. A mid and west Wales collaborative workshop has taken place which highlighted both strengths and weaknesses of a regional approach. One of the imperatives highlighted was to deliver a properly constituted regional board with the correct leadership, direction and governance. As stated last year, the council will wish to assure itself that local arrangements for safeguarding remain effective whilst any transition to a

#### regional board is in progress.

Effective relationships have been established between health and social care and good partnership working has contributed to a consistently low level of delayed transfers of care from a rate of 0.3% per 1,000 population in 2012/13 to 0.2% in 2013/14. The work on the 'care closer to home' project has helped to embed changes in the working culture and service structure. Consequently people's access to services in their own localities has been greatly improved and is good evidence of progress.

CSSIW inspectors report that Welsh Government guidance for addressing escalating concerns in care homes is not always implemented effectively. The council acknowledged the need for further work to strengthen operational procedures and ensure all staff are clear about their responsibilities. A review of the escalating concerns protocol has started which incorporates the recent organisational changes in adult social care and is being undertaken as a joint review with health partners.

## Children

The council has strengthened its arrangements to manage allegations of professional abuse which supplements and enhances the All Wales Child Protection Procedures. Estyn has validated the approach following their monitoring visit in November 2013 and stated that *' the council has made rapid progress to transform effectively arrangements for safeguarding in all its education services and schools'*. The head of children's services is clear on his role and responsibilities and has oversight and in depth knowledge of all safeguarding issues across the council. This is supported by a quality assurance framework for safeguarding, in which reports are audited and monitored on a monthly basis.

There has been a substantial decrease in the number of children whose names are on the on the child protection register from 123 last year to 69 in 2013/14, and initial research suggests this may be a direct consequence of the ability to work preventatively with families now the workforce has increased and stabilised. Performance data indicates that attendance at school for secondary pupils who are looked after is low, as is the educational attainment for all looked after children at primary and secondary school level.

A much strengthened corporate parenting board, which has cross party leadership, is providing scrutiny and monitoring of arrangements for looked after children and care leavers. The board was pivotal in making the decision to adopt the principles of 'When I'm Ready' and this decision has already been seen to support a number of young care leavers. The corporate parenting team comprises social workers and personal advisors supporting mainly looked after children in long-term fostering placements and care leavers. There has been increased stability in this team this year as a result of recruitment to the workforce. However, the percentage

of young people that the council are in touch with who are not in education or training is low and again links to corporate parenting responsibilities to ensure good outcomes for looked after children and care leavers.

A looked after children inspection was undertaken this year by CSSIW. There were many positives identified during the inspection which indicated that the council had strengthened its workforce considerably in children's services, was supporting staff and, as corporate parents, had clear oversight of their looked after children population. Some areas of improvement were identified and the corporate parenting board should consider these and put in place actions to respond to them as soon as possible.

The council has established a junior local safeguarding children's board which works in conjunction with the statutory LSCB. This gives children and young people a greater say in issues that concern them. The Council has formally adopted the UN Convention on the Rights of the Child demonstrating that the voice of children is valued within the council.

The arrangements for providing a regional adoption service are now established and were formally launched on 1 April 2014 with the neighbouring authorities of Carmarthenshire, Ceredigion and Powys.

## Areas of progress

- The move to the regional adoption board.
- The development of the quality assurance framework for safeguarding.
- The strengthening of the corporate parenting board.

#### Areas for improvement

- The council should complete the review of the way it implements Escalating Concerns guidance to evidence the right support at the right time to those services that it commissions from the independent sector.
- The council should ensure an effective response to the areas for improvement from the looked after children inspection.
- The council should take action to improve the poor attendance and educational attainment for looked after children in both primary and secondary schools.
- The council should improve their performance in conducting statutory visits to looked after children.

# Capacity

## **Delivering Social Services**

Over the past two years the council has made substantial investment in the social services workforce and has ensured the effectiveness of the workforce by its investment in on going professional development for social care practitioners. Its workforce strategy has delivered substantial improvements in both children's and adult services. The introduction of a market supplement payment and comparative salaries has resulted in increased recruitment and retention levels. Children's services have benefited significantly from the workforce strategy and the council is now on target to attain a full complement of permanent social workers in the near future.

There is an effective structure for performance management. The heads of service review the performance indicators regularly. Through these systems the council reports that senior management have oversight of key indicators and can take remedial action at an early stage if necessary.

The way in which the council manages complaints demonstrates a responsive approach to dealing with people's concerns. The council has seen an increase in both informal and formal complaints in adult and children's services. The council audits and monitors the range of complaints it receives and responds to the lessons learned by, for example, providing additional training for staff.

The council is committed to deliver services bilingually and has developed an action plan to achieve the six objectives set out in 'Mwy na Geiriau''/ "More Than Just Words", the Welsh Government's strategic framework for Welsh language services in health, social services and social care. Work has started to identify the language abilities of staff and the council is providing a range of courses to suit the needs of the workforce. An interim Welsh language plan has been drawn up in advance of the Welsh language standards coming into force. A 'champion' has been appointed within the directorate to lead on this important development work.

## Areas of progress

- Continued investment in the workforce in both adult and children's services.
- The development of the Welsh language action plan.

#### Areas for improvement

• The council should ensure that the vacancy in the children in need team is filled in order to support the capacity of the team.

## Providing direction

It is evident that the structures within social services enable clear leadership across all services areas People using care and support services have benefited from a senior management structure which has delivered improved performance and quality coupled with continued corporate and political support. The single improvement plan and the corporate improvement plan clearly identify the vision and aims for social care. The plans identify the priorities in the directorates and illustrate how individuals, teams and departments work towards shared outcomes. This is against a background of legislative change being brought about by the Social Services and Wellbeing (Wales) Act 2014 and the ongoing financial challenges facing all councils this year.

Good working relationships are evident, with members receiving regular updates regarding service developments and performance through the existing scrutiny arrangements. The council reports that, in line with an overall improvement in governance, arrangements for scrutiny of social care continue to improve. There is a protocol between cabinet members with lead safeguarding responsibilities to ensure effective co-working and to avoid duplication. CSSIW has met with the safeguarding committees during the year. It is clear that the considerable effort and resource to strengthen both the support offered to overview and scrutiny committees and the training provided for members, has been a success. Members are able to challenge and hold officers to account.

Members have received safeguarding training to raise awareness and have a clear understanding of their role. The overview and scrutiny group regularly monitor the work of the safeguarding team, and the co-ordinator reports monthly to the director and cabinet member at the adult services safeguarding monitoring board. There is strong political leadership by the lead member for safeguarding. Roles and responsibilities are clear and six monthly reports are written for cabinet and committee, demonstrating accountability. Both the Wales Audit Office and Estyn, through their work with the council this year, have recognised the improvement in the scrutiny arrangements in the council.

## Areas of progress

- The development of knowledge skills and understanding of the members of the overview and scrutiny committees.
- The stability of strong leadership and direction which is required to deliver the programme of change needed to meet the challenge of the Social Services and Wellbeing (Wales) Act 2014.

## Areas for improvement

• To further develop the strong corporate and political support to social services in order to respond effectively to the requirements of the Social Services and Wellbeing (Wales) Act when enacted.