



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

Performance Evaluation Report 2014–15

The City of Cardiff Council
Social Services

October 2015

This report sets out the key areas of progress and areas for improvement in The City of Cardiff Council Social Services for the year 2014–15

Annual Review and Evaluation of Performance 2014 - 2015

Local Authority: The City of Cardiff Council

This report sets out CSSIW's evaluation of The City of Cardiff Council's performance in delivering its social services functions.

1. Summary

- 1.1. The council continues to face significant challenges in transforming services in light of increasing demand and financial pressures, alongside preparing for the implementation of the Social Services and Well Being (Wales) Act. The reorganisation of the corporate leadership team has seen a further planned change at senior management level being implemented. Changes to the role of the director for social services should bring more clarity and cohesion to the delivery of services across the council.
- 1.2. The director's report presents a clear picture of the challenges and areas of progress made within the directorate over the past year. Clear aims are set for delivering improvements over the coming year.
- 1.3. Performance indicators demonstrate some key areas of performance still require improvement though the council is moving in the right direction. In adult services improvements are required in reducing the number of people waiting for hospital discharge. In children's services there has been an increase in the number of children being looked after by the council. Performance in the area of intake and assessment needs continued improvement.
- 1.4. Undertaking a strategic overview of services has enabled the council to begin to plan for changes within the department. Planned appointments for the posts of assistant director children's services and assistant director adult services should enable the directorate to;
 - take up the strategic challenge it faces in responding to the delivery of the social services and wellbeing act;
 - promotion of integrated services with health and the Vale of Glamorgan;
 - management of new models of care and;

- the promotion of service users well being in ever increasing financial restraint.
- 1.5. There remains strong corporate support for the delivery of social services and efforts have been made to protect social services budget as far as possible. The council has ensured that elected members are briefed and understand the implications of the social services and wellbeing act.
 - 1.6. There remains good corporate understanding of the challenges facing the department and the difficulties it faces in its efforts to provide services to the most vulnerable.

2. Response to last year's areas for improvement

Identified improvement last year	Progress in 2014-15
To continue to reduce the number of delayed transfers of care.	The number of delayed transfers of care has significantly increased during the year.
To continue to raise awareness and improve the availability of direct payments to both children and adults.	Progress continues to be made in this area especially within children's services.
To continue working with colleagues to ensure children and young people with mental health needs receive appropriate CAMHS services to meet their needs.	This is an area that the council continues to monitor and a change manager post is being funded to lead the implementation of service change.
To review the commissioning of services for adults with mental health needs.	CSSIW undertook a site visit to the Community Mental Health Teams (CMHT) service. We found improvements had been made in the delivery of services to people.
To improve the inconsistencies in the quality of assessment for looked after children	A new LAC service has been implemented and best practice training has been completed by 208 members of staff to improve performance in this area
To improve performance in the number of statutory reviews for looked after children.	Performance has declined from 92% to 88% in 2014-15.
To improve performance in ensuring personal education plans are in place for looked after children.	The percentage of looked after children with a personal education plan has declined from 24% to 20%.in 2014-15
To improve the retention of social workers.	Some progress has been made in this area and continues to be a priority for the council.
To take forward plans to recruit to agreed senior leadership and management posts within the department.	The reorganisation of the council's structure has delayed the appointment of senior managers.

3. Visits and inspections undertaken during the year

- 3.1. Site visits provide CSSIW with an opportunity to speak with people who receive services, their families and staff who manage and work in the services. During 2014-15, site visits were made to:
 - the Community Mental Health Teams; and
 - the children's managed team and children in need team.
- 3.2. CSSIW also met with senior officers of the council throughout the year to review social services performance and discuss progress with the areas for improvement identified in last year's performance evaluation. In addition CSSIW also observed a number of adult and children's scrutiny committees. The council was helpful in its engagement with CSSIW and readily facilitated access to enable site visits to take place.
- 3.3. During the year, CSSIW carried out a national thematic review of the deprivation of liberty safeguarding arrangements and also undertook inspections of regulated services run by the council and by independent operators. This included reviews of the in house fostering service and children's home. Details on these are contained in published reports and available on CSSIW's website. CSSIW also attended residential and domiciliary care provider and manager forums.
- 3.4. CSSIW participated in the Wales Audit Office (WAO) review: Independence of Older people which will report during 2015-16.

4. Areas for follow up by CSSIW next year

- 4.1. 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 discussed with the council during regular engagement meetings in the coming year. Specific areas for follow up will include:
 - the councils approach to improve performance in the number of delayed transfer of care from hospital;
 - the commissioning arrangements for residential and domiciliary care;
 - performance within children's services, in particular intake and assessment and children in need;
 - progress on the payment by results initiative in enabling young people to be provided with a service in Cardiff; and
 - readiness for the Social Services and Wellbeing Act (SSWB Act).

5. Inspection and review plan for 2015 - 2016

5.1. CSSIW is also undertaking the following thematic inspections and services in Cardiff which may be selected for fieldwork:

- National review of domiciliary care;
- National review of services for people with learning disabilities;
- National review of care planning for looked after children

6. The extent to which the experiences and outcomes for people who need care and support are improving their wellbeing.

Adults

Overview

- 6.1. During 2014 -15 the director for health and adult social care continued with the strategic overview of services being delivered to the people of Cardiff. Implementing the strategy for older people's services and new commissioning arrangements across residential, domiciliary care, supported living and day care services while delivering savings has not been without challenge.
- 6.2. The need to re-commission domiciliary care provision was due to the previous framework agreement with a small number of service providers coming to an end. Matrix was the system adopted by the council. Implementation of the new system was not without challenge and providers initially found it difficult to operate. The new system did allow for the least disruption to people receiving a service as no service user was required to move from their existing provider.
- 6.3. Initially new packages of care were commissioned on price and the provider's ability to provide written evidence on how they would meet the needs for the person requiring a service. A quality element to the commissioning of any new packages of care has now been implemented. It was always envisaged that a quality element would be included to the commissioning of any new service. This has now been implemented in consultation with service providers. CSSIW has observed the Matrix system in operation both with providers and the council and initial concerns about the new model have reduced. As the system was only implemented in November it is an area that CSSIW will want to follow up in the coming year.
- 6.4. During 2014-15 three large providers of domiciliary care withdrew from the council's accredited provider list. The transfer of packages of care was safely managed by the council which helped reduce the impact on

service users. Although there has been an increase in the number of domiciliary care providers in the past year the impact of the loss of three large providers has reduced the capacity of existing providers who have taken on extra work. This is an area the council will want to address in the coming year to ensure sufficient choice is available for people using services.

- 6.5. The council has retendered for the provision of supported housing. The tendering process included parent representatives and a 50% quality element in determining the successful provider. CSSIW spoke to one of the parent representative and they were very positive about the process and commented they would have liked to have seen more emphasis placed on quality but understood the council position and overall felt the process was very successful and had good outcomes for the people who were using the service.
- 6.6. Unlike the commissioning of domiciliary care and supported housing the new tendering process for residential and nursing care called 'PROACTIS' has no quality element to determine the preferred provider. With this system, all service providers can view and tender for all new packages of care, whereas previously only homes contacted by the commissioning team would be aware of any new package of care. However, the PROACTIS commissioning tool determines the successful bid on price alone and service user wishing to choose another residential home must 'top up' the payment to meet the higher charge. This method of commissioning could reduce choice and disadvantage people who are unable to pay additional money to secure the home of their choice. The council should consider how quality as well as cost can be incorporated into the new model to ensure people are able to have a wider choice and a quality service to meet their needs. This is an area CSSIW will want to review over the coming year.
- 6.7. The performance evaluation for 2013-14 identified that the council had improved performance in reducing the number of delayed transfers of care (DTOC). While still above the Wales average it demonstrated that progress was being made in this area. This year performance indicators show a sharp rise in the numbers of people waiting for discharge from hospital from 8.56 to 10.92 per 1000 population and are amongst the highest in Wales. The rise has been attributed to a significant increase in referrals over the Christmas period, the impact of the new matrix system for commissioning domiciliary care and lack of capacity of existing providers. Performance indicators highlight a drop in performance in quarter three which corresponds with the increase in the referral rates. A further drop in performance was also highlighted in quarter four. Meetings with council officers confirmed the new Matrix system was impacting on the transition of people from the hospital to home. There has also been a delay in delivering the supported housing project to support the reablement process.

- 6.8. Plans are being put into place to reduce hospital admissions through the step up/step down model and more investment into the community reablement team. Plans to increase the number of carers together with a new integrated assessment should enable the council to increase capacity and reduce the number of people waiting for discharge from hospital. This is an area CSSIW will continue to review in the coming year.
- 6.9. Focus on reducing the cost of high packages of care has impacted on the council's ability to sustain improvement in the number of reviews for older people. The timeliness of reviews is an important factor in ensuring people are receiving a service appropriate to their needs and is an area CSSIW will continue to review in the coming year.
- 6.10. The council's adult safeguarding team continues to work closely with CSSIW when safeguarding concerns are raised about individuals in receipt of regulated services. There has been a decline in the number of contacts with the POVA team progressing to a full enquiry and/or a full investigation. This is being attributed to the screening of inappropriate referrals through the duty system. A review of the threshold for accepting referrals may be required to ensure systems in place adequately support and protect vulnerable people.
- 6.11. Children's services are working closely with the Police on developing a Multi Agency Safeguarding Hub (MASH). Although at the present time the director reports that this service will not include adults at the point of initial implementation however, if successful it is an area of development the council may want to extend to adult social care.
- 6.12. The council report the continued promotion of partnership working through combined appointments. There are three senior posts within adult services that are joint appointments with either the Vale of Glamorgan Council or Cardiff and Vale University Health Board (C&VUHB). This way of working should assist both councils and the health board to further strengthen integrated arrangements and to create the best and most sustainable services for people.
- 6.13. Cardiff Council works with the Vale of Glamorgan Council and C&VUHB to provide integrated mental health services to people who experience significant mental health problems to achieve their personal optimum level of recovery. Our recent site visit to the integrated service found service users were satisfied with the service being delivered by the integrated team. There was also good evidence of partnership working with the voluntary sector to support people with their mental health needs.
- 6.14. CSSIW completed a National Review of the use of Deprivation of Liberty Safeguard (DoLS) in April 2014. We made a number of recommendations for improvement in particular increasing the capacity of the DoLS team in light of the Supreme Court judgement and the

development of joint systems with the university health board to support the effective delivery of the DoLS service. Cardiff and the Vale DoLS Team hold the Supervisory Body responsibilities set out under for DoLS on behalf of Cardiff and Vale UHB, City of Cardiff Council and the Vale of Glamorgan Council.

Key National Priorities (adults)

Preventative and early intervention services

- 6.15. The council's strategy for older people's services identifies the largest growth in demand for services will be in the age group 85 and over. There is evidence the council is working to promote the independence of older people through various directorates. The use of information technology (IT) is being developed and used to enable older people to remain safe. However the cost of the equipment such as the purchase of Evron Vaga watches to support people's independence in the community can be prohibitive for people on low incomes and although the council is subsidising the cost, this cannot be sustained in the longer term.
- 6.16. It is not clear who is leading the preventative agenda as social care does not have the resources to fund the work. Housing is using Intermediate Care Fund (ICF) money to develop 'step up/step down' accommodation and telecare. They are also working in hospitals to identify people who may need aids and support to return to their home. This is a similar role to social care.
- 6.17. ICF money has been used to fund projects in housing to develop six flats for step up step down support for older people. There has been a delay in these services being delivered which has impacted on the council's reablement service.
- 6.18. A key priority for adult services was to increase the take up of direct payments. The council had set a stretching target at the beginning of the year. The council later acknowledged the initial target was not achievable. A revised and more realistic target was identified and at 31 March a total of 550 people were receiving a direct payment with a further 52 people working towards receiving a direct payment.
- 6.19. Consideration should be given to the potential impact of the requirement for all employers to make pension contributions for their employees; this requirement also applies to users of social care services who have chosen to fund their care through Direct Payments. This has the potential to increase the cost of direct payments or reduce the uptake of this service.

Integration of health and social care services for older people with complex needs

- 6.20. A draft strategy for services to older people has been developed in partnership with C&VUHB and a range of third sector partners. This work includes the development of a new commissioning strategy on the funding of health and social care within the challenges of a reduced budget and saving requirements.
- 6.21. The council reports some very positive work has been undertaken in the development of a Dementia Reablement training programme, in conjunction with and funded by the Social Service Improvement Agency, (SSIA). This is being led by Cardiff Council. It is anticipated that the program will be available to all staff later in 2015.
- 6.22. During 2014-15 CSSIW undertook a specific piece of work focussing on the services provided by the community mental health teams. We found the mental health measure was being implemented and in the sample of records we examined care and treatment plans were being completed. There was evidence of good partnership work with the voluntary sector and service users valued the support offered. We met with a focus group of service user who received day to day support through Ty Canna, a resource centre provided by Cardiff Council. This was a highly valued service and users spoke positively about the support that was provided by the centre.
- 6.23. The council is also planning to undertake a review on the information advice and assistance available to mental health users and their carers. This is being undertaken as part of the council's response to the Social Services and Wellbeing (Wales) Act and is due to report later in 2015.

Areas of progress

- Services provided by the community mental health teams for people with mental health needs.
- New commissioning framework for supported living services and services to people with a learning disability.
- Development of a dementia reablement training program.

Areas for improvement

- Timeliness of completing reviews of older people's care needs.
- Implementation of a quality element in the commission of residential care.
- Increase capacity in the delivery of domiciliary care.
- Improve performance in reducing delayed transfers of care.

- Continue to increase the number of direct payments to the people of Cardiff.

Children and Young People

Overview

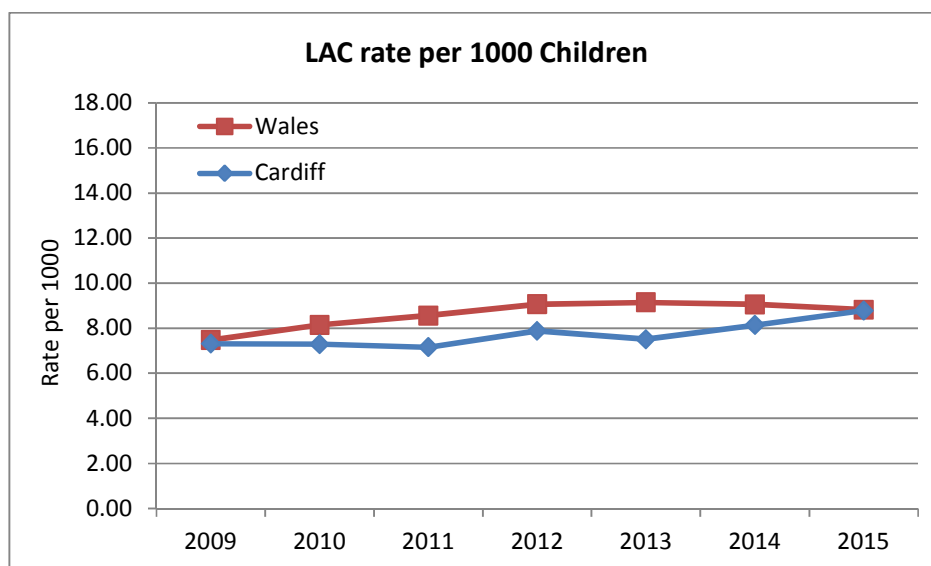
- 6.24. Performance in Children's services presents an overall improvement in a number of performance indicators. However, there are some areas where further improvement is required. Improvements have been made in care planning for looked after children (LAC). There has been a decline in the percentage of LAC reviews completed, which has been attributed to the increase in number of reviews being undertaken.
- 6.25. Providing support to people who are eligible to access the personal adviser service needs further improvement. This was identified as an area for improvement following the LAC inspection earlier in the year. Difficulty in recruiting personal advisors has been acknowledged by the council and efforts are being made to address this shortfall.
- 6.26. The council has performed well in the educational attainment of looked after children. Attendance and performance in key subject areas continue to improve. Personal Education Plans (PEPs) are an important tool to establish clear targets and actions to respond to each child's needs and aspirations and to provide a continuous record of their attainments and achievements. This is an area highlighted as requiring improvement in CSSIW 2013-14 performance evaluation report, however performance in this area has declined to 20%.
- 6.27. While decisions made within one day on initial referrals has shown a slight improvement from 80% in 2013-14 to 83% in 2014-15, the percentage of initial assessment completed within seven days has improved but remains significantly below the Wales average and comparison with similar authorities at 51%. The completion of core assessment within statutory timescales has also decreased from 71% in 2013-14 to 61% in 2014-15. The percentage of re-referrals in a year has remained static at 25%. This is an area of performance CSSIW will want to follow up during 2015-16.
- 6.28. Work has progressed on the strategic overview of children's services. The realignment of operational responsibilities has brought about change and improvement in the delivery of services.
- 6.29. The creation of new posts and the realignment of services have impacted on the council's ability to recruit to existing social work vacancies. While there has been a reduction in the use of agency staff the recruitment and retention of qualified social workers remains a priority.

Key national priorities (children's)

Preventative and early intervention services

- 6.30. The integrated family support service is a joint partnership arrangement with the Vale of Glamorgan and the C&VUHB. It has been successful in focussing on interventions for families with complex needs. The annual report highlights the service has helped to reduce the number of children on the child protection register and closed a number of families open to children's services.
- 6.31. The council has developed a preventative strategy to ensure families in Cardiff receive support at the right level and at the right time. It is expected the early help strategy would be launched later in 2015 and would be an area that CSSIW would want to review in the coming year.
- 6.32. Performance indicators demonstrate there has been a significant fall in the number of children in need. The council approved funding to engage a managed team of qualified social workers that would initially work with approximately 250 cases that were open to the children in need team. A site visit undertaken by CSSIW found the managed team had an initial six month contract which was extended by a further three months. An initial allocation of 250 cases allocated to the team had been increased to over 400, having closed in excess of 250 cases. From the sample of records examined there was evidence of positive outcomes from the team's intervention in reducing risks to young people. The realignment of children's services has seen the child health and disability team aligned with the children in need team to improve services to children who have additional needs. This has seen an increase of 34 in the number of children now accessing direct payments.

Looked after children



LAC numbers	509	511	507	565	544	595	642
-------------	-----	-----	-----	-----	-----	-----	-----

- 6.33. The above chart illustrates the seven year trend in the numbers of looked after children (LAC) per 1000 population across Wales and in Cardiff. While the total number of LAC in Wales has declined by 2.6% over the past year, there has been an increase of 7.9% in Cardiff although similar to the all Wales average. The LAC population in Cardiff has slowly increased since 2013. The rise from 7.1 to 8.8 per 1000 population may be reflective of the level of deprivation experienced by families in Cardiff which is the fourth most deprived area in Wales. The population of children and young people in Cardiff is projected to increase to 112,440 by 2030. If the LAC population follows this trend, this will increase the financial pressures on the council in delivering services to LAC.
- 6.34. There has been a significant fall in the number of children on the child protection register in the past year. Over the same period the number of children in need has reduced considerably this reduction can be attributed to the work undertaken by the managed team. The challenge for the council is to maintain performance in this area following the exit of the managed team. The council should also consider if there is any relationship between the increase in LAC and the reduction of young people on the child protection register.
- 6.35. In May 2014 CSSIW, as part of a national inspection, undertook an inspection of services for looked after children who exhibit vulnerable and risky behaviour. The inspection found evidence of good practice and no major concerns were identified. A copy of the inspection report is available on CSSIW's website.
- 6.36. The council has worked with third sector partners in developing a payment by result enhanced fostering model to offer children the opportunity to move back to Cardiff who are living away from the area. This is a new and innovative model of service delivery, which CSSIW will want to review in the coming year.
- 6.37. The council's own fostering service and children's home which are regulated by CSSIW received positive inspection reports in the past year. The fostering service was found to provide good quality training and support to carers.

Areas of progress

- Increase in the number of children accessing direct payments.
- Reduction in the number of children in need and on the child protection register.

- Increase in the number of social worker recruited to permanent positions.
- Work undertaken by the managed team working with children in need.

Areas for improvement

- Continue to increase the uptake of direct payments.
- Continue to increase the number of permanently appointed social workers.
- Improve performance in completing PEP's.
- Recruitment of personal advisers.
- Completion of initial and core assessments.

7. The extent to which leadership, governance and direction for the council is promoting improvement in outcomes and wellbeing for people who need care and support.

- 7.1. There continues to be good corporate support for social services in delivering effective services to the people of Cardiff. From our attendance of scrutiny committee meetings we found there was a good understanding of the challenges facing the directorate in meeting an increasing demand for services within a shrinking budget.
- 7.2. In 2013-14 there was an overspend for both adults and children's social services. Although significant savings were made, pressures in meeting an increased LAC population, complexity of needs, external placements and leaving care cost together with unachieved savings and pressure on externally commissioned services in adult social care impacted on the overspend.
- 7.3. The promotion of direct payments continues to offer a wider choice of how services are delivered. The council has considered ways of reducing the dependency of adult social care with more emphasis on preventative services and reablement and increased use of technology is being aimed at supporting people to remain in the community longer.
- 7.4. The council has reshaped the senior management structure to ensure a more streamlined and effective leadership. This has resulted in a reduction in the number of directors from eleven to seven. This included bringing together adults and children's social services into one directorate under one director of social services. Some of the functions of adult social care have been transferred to housing directorate.

- 7.5. Our performance evaluation for 2013-14 identified the need for stability and direction within the department. Both directors have continued with their strategic overview of services and there is evidence of improvement across the directorate. The creation of the director of social services post should bring more clarity to the role and responsibility of the director of social service. The planned appointment of assistant director for children's and health and adult social care are key to enable the department to drive forward strategic change within the directorate.
- 7.6. The council has continued its partnership arrangements with the C&VUHB and Vale of Glamorgan council as part of its response to the Social Services and Wellbeing Act and the integration of services. The support of vulnerable people continues to be a main priority for the council.
- 7.7. The strategic review of services has brought about change in both adult and children's services. It is important that the momentum of change is sustained at an appropriate pace to improve outcomes whilst balancing this against the level of risk to vulnerable people.
- 7.8. The director reports that the council has responded to listening events for children and are considering ways in which to involve young people in decisions that affect young people.

Areas of progress

- Partnership arrangements with the Vale of Glamorgan council and C&VUHB.

Areas for improvement

- To maintain a sustainable management structure.
- Appoint to the posts of assistant director.
- Continue to meet the challenges of the social services and wellbeing act.