



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

Performance Evaluation Report 2014–15

Pembrokeshire County Council
Social Services

October 2015

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

Annual Review and Evaluation of Performance 2014 - 2015

Local Authority: Pembrokeshire County Council

This report sets out CSSIW's evaluation of Pembrokeshire County Council's performance in delivering its social services functions.

1. Summary

- 1.1. The council continues to face challenging times and financial pressures, as it transforms both adult and children's services alongside preparing for the implementation of the Social Services and Well Being (Wales) Act 2014. Progress has been made on the areas of improvement identified in last years report and the council has also identified key priorities in its improvement plan. The remodelling of services for older people continues to be sustained and this has strong political support. The transformation and strengthening of commissioning arrangements is now being expanded to cover children's services, an important step in shaping the market in which the council operates. Implementation of these arrangements will continue to be monitored during the year.
- 1.2. During the past twelve months there has been significant change in senior officers, with a new statutory director of social services appointed. The previous heads of service in both adults and children left in the latter part of the year and interim arrangements were in place until recently. A new head of children's services has now been appointed and a new head of adult services will take up post in September. During this time of change the council must ensure it maintains momentum on service remodelling, in order to bring about the required efficiency savings, as well as continuing to engage its workforce to drive forward transformation.
- 1.3. The council has identified two main priorities for social services within its improvement plan. In adult services it is to ensure continuity and change service delivery to improve efficiency and sustainability. In children's services it aims to build the capacity of its services and schools to ensure vulnerable children and young people are safe at home and in education, and reach their full potential. The director's and the heads of services' reports, demonstrate that the council continues to have a clear vision of how social care is to be delivered now and in the future against a backdrop of considerable financial constraints. The council can demonstrate that it is planning for the implementation of the Social Services and Wellbeing (Wales) Act 2014 next year. It is important that momentum is continued in order to drive through the required service

changes and deliver them to the citizens of Pembrokeshire.

2. Response to last year's areas for improvement

Identified improvement last year	Progress in 2014-15
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's response to the Escalating Concerns process and protocol has been reviewed. The process has been agreed with partners and implemented. A draft local protocol is being consulted on, following input from health colleagues.
The council should consider and implement the findings of the review of services that meet the needs of children and families with a disability.	The review has concluded and children's disability services have integrated with Inclusion Services. Social workers caseloads have been reviewed and reallocated, and this has allowed for a focus on disability rather than statutory social work.
The council should ensure an effective response to the areas for improvement from the looked after children inspection.	An action plan was agreed and has been monitored and improvements have been made. Actions not completed are included in the children's services improvement plan.
The council should take action to improve the poor attendance and educational attainment for looked after children in both primary and secondary schools.	The collation of attendance data has been reviewed, performance data demonstrates attendance has improved for looked after children in both primary and secondary education.
The council should improve their performance in conducting statutory visits to looked after children.	Performance has increased by 5% to 93%. The council have set a target of 100% for 2015-16.
The council should ensure that the vacancy in the children in need team is filled in order to support the capacity of the team.	All posts are now fully recruited to with a permanent, qualified, and experienced manager alongside a full complement of assistant team managers and staff.

3. Visits and inspections undertaken during the year:

- 3.1. Site visits provide CSSIW with an opportunity to speak with people who use the services, their families and staff who manage and work within the services. During 2014-15, site visits were made to:
- Bro Preseli extra care facility.
 - Multi-agency complex care team for older people.
 - Bro Cerwyn mental health team.
 - Corporate parenting board.
 - Scrutiny committees.
 - Children's preventative services.
- 3.2. CSSIW 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. The council were helpful in their engagement with CSSIW and readily facilitated access to enable site visits to take place.

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 ongoing implementation of the service changes in readiness for the Social Services and Wellbeing (Wales) Act 2014.
- The joint work undertaken in relation to the mid and west Wales health and social care collaborative.
- Commissioning and Contracting arrangements across children and adults services.
- Quality Assurance processes in children services.

5. CSSIW Inspection and review plan for 2015 -16

- 5.1. CSSIW is also undertaking the following thematic inspections and services during the forthcoming year and Pembrokeshire 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. The key priorities in adults' services continue to be ensuring the safety and well being of vulnerable people, promoting independence and giving greater choice and control to people using services. The adult safeguarding team capacity has been increased and this has enabled the council to look at reviewing processes and systems. Designated lead managers have been identified and trained and now take responsibility for safeguarding investigations. In turn this has allowed the safeguarding team to target resources in managing referrals, making threshold decisions and ensuring safeguarding action plans are implemented where needed. This has had significant impact on the percentage of referrals that now meet the threshold for investigation from a fairly low level in 2013-14 of 15% to 61% in 2014-15. This needs to be subject to ongoing review and evaluation to ensure appropriate threshold decisions are made and that people are appropriately safeguarded.
- 6.2. The development of the joint commissioning hub has brought together teams from 'Supporting People', procurement, contract management and quality assurance. This has enabled the council to take forward a number of service reviews to ensure services provide value for money and good quality outcomes for people using the service. The review of high cost placements for people with a learning disability has been one example of this work; currently 28% of residential and 22% of supported living service users have had their needs and care packages reassessed. This has been conducted in consultation with relevant parties, and is part of a model to support people's transition from

residential care to independent living. The council intends to complete this review by the end of the next financial year.

- 6.3. The commissioning hub has been pivotal in managing the programme of transformation in Social Services. A quality assurance officer has been appointed and work has commenced on a risk based framework to undertake reviews in both residential and domiciliary care provision. The sector was widely engaged in consultation around this process and to date this has appeared positive. The aim is to improve the quality services and where non-compliance with contracts is identified it is making recommendations for improvement, which are being monitored by the quality assurance officers.
- 6.4. The council continues to place emphasis on the strategic commissioning framework with a focus on building community capacity, prevention services and the development of supporting self-help initiatives. The plans focus on maximising people's independence through provision of integrated rehabilitation and reablement services. Where longer-term care and support is required the council will want to ensure that people have a greater voice in how they wish for their needs to be met.
- 6.5. Collaborative health and social care services in the community alongside services such as reablement, are contributing to better outcomes for service users. There has been a slight increase from 49% in 2013-14 to 53% in 2014-15, in the number of people who completed a reablement programme and regained their independence with no further need for long term care or support. This also correlates with a percentage reduction in planned domiciliary care hours of people who received a reablement package. This performance demonstrates the importance of effective reablement services in reducing dependence on residential services.
- 6.6. The 'Coastal Project', which came to an end in 2014, supported 1,035 people to access meaningful employment and training. The council set up a 'Day Opportunities Forum' in May 2014 to replace the coastal project and to continue the work and to build on its success. This is still in progress but the council must ensure during this transitional period that it continues to support and enable people who are often excluded from accessing training and employment opportunities.
- 6.7. The council had a significant increase in the number of applications for Deprivation of Liberty Safeguards (DoLS) authorisations as a direct result of the 'Cheshire West' judgement, which it allocated to the community mental health teams. During this year 46 of the 62 care homes in the county submitted applications for residents who they felt may lack capacity and may need a DoLS authorisation. In all, 529

people were identified as requiring a DoLS authorisation and are therefore also subject to an annual review. New referrals are being received on a daily basis and the council is giving consideration to integrating DoLS assessments and reviews across adult care teams.

- 6.8. Support for carers is an integral part of the council's vision in providing choice in how people's care and support needs are met. As people are exercising their wishes and rights to have their care delivered in their own homes, the demands on informal carers increases. The carers strategy, which was developed in partnership with the Hywel Dda University Health Board (H DUHB) and approved by the Welsh Government, sets out how statutory partners must work together to provide information to carers. This is the third year of the four-year plan, and it is evident that there has been considerable progress made. All fifteen GP practices have signed up to Investors in Care (IIC) and have received accreditation alongside the South Pembrokeshire Hospital and St David's community pharmacy. A version of the scheme has been developed for use in secondary schools and colleges, to help identify young carers who might not already be known to the authority. A carers' forum has been established following a model from a neighbouring authority, the intention being that the forum is organised and managed by the carers themselves.
- 6.9. Strong performance in this area is noted with over 1200 carers known to the council being offered an assessment or a review of their needs. Of those carers who were assessed, 47% were provided with a service. Performance in supporting young carers known to social services remained at 100%. It will be interesting to see how the council successfully integrates the carers' strategy in conjunction with the implementation and requirements of the Social Services and Well Being (Wales) Act 2014.

Key National Priorities (adults)

Preventative and early intervention services

- 6.10. The council has made progress in both its preventative and early intervention services. The 'Good Neighbour' schemes have continued to develop with the newest one in the north of the county. St David's became the first city in Wales to become a dementia friendly community and the council along with its partners H DUHB are rightly proud of this. This scheme is about raising awareness of dementia within the community across all generations and encourages both people and businesses to be 'dementia friendly'. Training has been provided to businesses and within schools, and young people have learnt a great deal about dementia. The aim of the scheme is to ensure communities

can be supportive networks for citizens and therefore reduce reliance on statutory services.

- 6.11. The council transferred its in-house reablement service to the Human Support Group (HSG). The transition was well planned with good consultation with users and staff who transferred through TUPE over to HSG. There has been an increase in the number of people who completed a reablement programme and it is encouraging to see an increase in the numbers who regained their previous levels of independence and had no further need for long-term service provision. The service now accepts direct referrals from both health and social care and provides a 'rapid response' service. The council sees this as a very important part of their strategy to support people through preventative and enabling service provision rather than a reliance on traditional service models. Contract monitoring will determine the impact of this type of approach and the net benefits of it.
- 6.12. The Intermediate Care Fund (ICF) has enabled the council also to provide other opportunities to support reablement. It noted that beds in its own care home Hillside were being under used, as people's wish to use residential services had diminished. As a result of this review the council has developed a number of step-up, step-down community beds, which are fully supported by therapy services. It is hoped that further developments will be taken forward with future ICF funding in 2015-16.
- 6.13. In August 2014 Bro Preseli, an extra care facility was opened in the north of the county in partnership with the Family Housing Association. As part of this development the council has commissioned two fully equipped apartment's, the aim of these apartments is to provide short term targeted reablement to people either leaving hospital after a period of illness or those in the community who require some additional short term support, rather than going into hospital or residential services. This is an impressive facility and following a site visit, CSSIW were able to see the benefits of the service to both the people living there and the wider community who use the facilities such as the restaurant and coffee shop. A day centre for people with dementia, the GP Practice and health centre adjoin the facility and make this a community hub. Therapists are based there and are therefore on hand to ensure support for reablement.
- 6.14. Extra care facilities in other areas of the county have increased capacity from 88 to 128 units which again offers service users real choice in how their care and support needs are met.
- 6.15. The council is working proactively with its partners on the preventative

and early intervention pathway to develop services which improve outcomes for people. Intermediate Care Fund monies were used to develop a collaborative third sector project, 'Pembrokeshire Intermediate Organisation Team' (PIVOT). This is collaboration between five voluntary sector organisations that provides a low level preventative service which helps to avoid in-patient admission and prevent delayed discharges of care from hospital. During the year 308 referrals were received by PIVOT, 96 of which prevented hospital admission. Consequently there was significant cost savings but more importantly, a benefit to individuals who did not need to go to hospital.

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

- 6.16. The council continues to make progress in the integration of services for older people with complex needs, contributing to their wellbeing, four community multi disciplinary resource teams are based in geographical areas, some are co located. The teams include community nurses, social workers, occupational therapists and physiotherapists. Access to the service is through the professional help desk which functions as a single point of access. Complex care teams meet every two weeks to discuss and plan for the ongoing needs of the people it is supporting. CSSIW attended a meeting at South Pembrokeshire Hospital and spoke with staff; they could clearly see the benefits of the integrated approach in meeting people's complex needs, and the contribution this made to their well being. It was evident that there was commitment and drive from all statutory services as well as recognising the important input from third sector organisations.
- 6.17. During this year CSSIW also met with the mental health team at Bro Cerwyn. The team manager was in an acting position from July 2014 as the post had been vacant since the previous manager had retired. There was still some reorganisation being undertaken with the potential for a north and south team covering the county. The Mental Health (Wales) Measure had been implemented and care and treatment plans were in place, with a move away from a medical model to a recovery model. The council should evaluate how the teams are functioning and meeting the assessed needs of individuals when the organisational restructure has taken place, and the team manager post has been permanently recruited to.

Areas of progress

- Development of comprehensive reablement pathways that support independence and prevents dependence on statutory services.

- The development of PIVOT as part of early intervention/prevention agenda.
- Ongoing development of the community resource teams.

Areas for improvement

- Further embedding of integrated working between health and social services at a strategic level.

Children and young people

Overview

- 6.18. The key priorities in children's services continues to be ensuring the safety and wellbeing of children, and working with families to support them by providing a range of services that may help prevent family breakdown.
- 6.19. Performance in relation to children's services has remained positive with most key performance indicators either stable or improved from the previous year. Performance on referrals on which a decision was made within one working day has improved from 98% last year to 100%. Initial assessments completed within the timescale continued with positive performance from 97% last year to 99%, but the average time to complete initial assessments has declined from almost 10 days in 2013-14 to 12 days. It is positive to note continued improvement of performance in the completion of core assessments with 97% completed within 35 days despite a significant increase in assessment activity over the year. The council must ensure appropriate application of thresholds and decision making, through effective quality assurance measures, as there has been an increase in referrals that did not proceed to allocation for assessment from 16% in 2013-14 to approximately 25% for 2014-15.
- 6.20. The council has implemented the 'Signs of Safety' model, a solution focused approach to child protection services. It has implemented an extensive training programme for all childcare social workers and is using this model across the child protection service. Early feedback from practitioners and families is that this is a positive move and the performance indicators for the child protection service indicate some improvements. The numbers of children on the child protection register has fluctuated throughout the year from a high of 111 to 64 at the end of the year; this end of year figure is comparable to the number of children who were on the register for 2013-14 which was 69. However, when

looking at the trend data over the past six years the numbers are now at their lowest level following its peak in 2013.

- 6.21. Performance in children's safeguarding continues to be positive, a view that was supported by the Wales Audit Office (WAO) when conducting its recent review of the governance and accountability arrangements. The WAO noted the close and effective working relationships between the council's education and children's services along with clear policies which underpinned the arrangements for children's safeguarding. It is important that these effective mechanisms continue to be implemented and that there is corporate oversight, in light of the recent changes of officers and structures within the council. The WAO made a number of recommendations, which the council have responded to.
- 6.22. The council in response to the difficulty being experienced in accessing specialist psychology services for it's looked after children, has commissioned a service which will provide timely access to consultations and interventions where necessary. The aim is to support and improve the emotional health of looked after children. The service only commenced at the early part of this year but early indications are positive and demonstrate that the council takes seriously its role as a corporate parent.
- 6.23. The council has action plans in place to address the issues from the child practice reviews taken place during the year. The reports have been published with several key learning outcomes identified, which included improved monitoring and risk assessments, and progress against these will be monitored.
- 6.24. The council takes every opportunity to engage with children and young people through a variety of mechanisms. Children and young people have contributed to attend the corporate parenting board where they have discussed the things that the council has done to make a difference to their lives. CSSIW attended the board in January and were impressed with the young care leaver who spoke so passionately about how the council had supported them through a very difficult stage in life.
- 6.25. The junior safeguarding board established last year has continued to develop and a number of events have taken place giving young people the opportunity to contribute. Some of the members of the junior safeguarding board also attended the safeguarding and overview scrutiny committee to deliver a presentation on their work.

Key national priorities

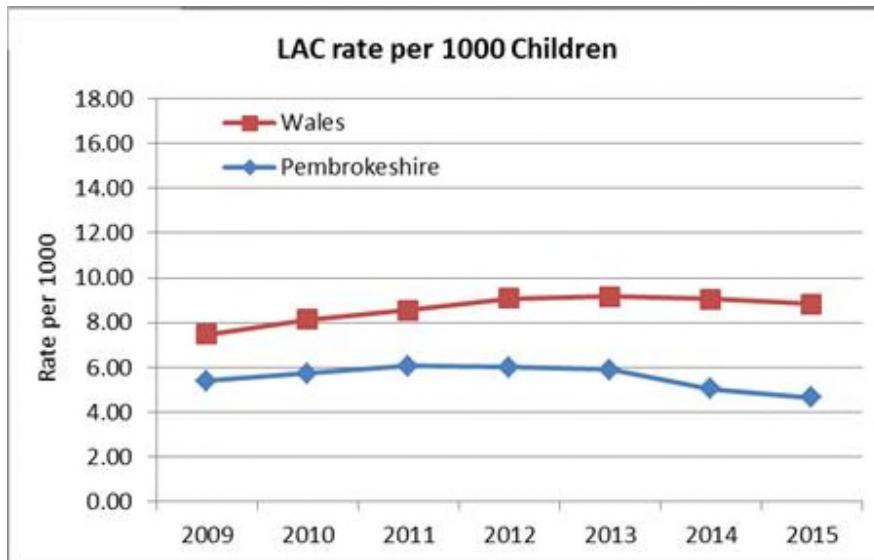
Preventative and early intervention services

- 6.26. There is evidence that families are being supported to access a greater range of community services and that financial support is targeted where gaps have been identified, such as the increased provision of 'Flying Start' places. This is an important measure in helping to reduce child poverty. The council has been able to roll out further services to Milford Haven, which is an area of social deprivation, and as a result, a further 165 children have been able to access the services. This means that 1109 children and families in Pembrokeshire benefit from the 'Flying Start' provision. The programme will be further extended in the forthcoming year to include areas of Neyland and Fenton. The council has ensured that 'Flying Start' is based on a co-location basis with partners, which has been successful in breaking down barriers between teams, and also increased the opportunity of sharing knowledge and skills. A 'Flying Start' website aims to provide detailed and specific information for parents.
- 6.27. Referrals to the team around the family (TAF) increased by 30% in 2014-15 and as a consequence, a duty officer system was put in place to ensure that families received appropriate timely support. TAF is currently working with 250 families who are supported at this preventative level. This is seen as a positive service that is contributing effectively to the council preventative agenda and reducing the need for statutory intervention.
- 6.28. During 2013-14 the council undertook a review of services for children with a disability and their families. As a result the children's disability service has been integrated with inclusion services and casework allocations reviewed. This has allowed practitioners to focus on the development of services which should contribute to better outcomes for children and their families.

Looked after children

- 6.29. The council has made some progress in meeting the recommendations arising from the national review of looked after children with complex and risky behaviours. Those actions not yet completed have been incorporated into the improvement plan for this year and the corporate parenting board has the responsibility of monitoring the progress against the action plan. Progress on this will be monitored during the year.
- 6.30. Overall, the number of children and young people looked after by the council fell from its highest point in 2011 of 164 to 124 during 2014-15.

The current rate of children looked after is 4.7 per 1000 population which is below the Wales average.



- 6.31. The percentage of children who had three or more placements in the year was 11.4, an improvement from last year and the council are developing more effective placement strategies to offer better placement choice and stability for children looked after by the council.
- 6.32. There are close links between social services and education and the setting up of a customised information system, which is connected directly to schools, has allowed the council to take immediate action. As a result, attendance has improved for looked after children in both primary and secondary schools. Performance on the percentage of looked after children who have personal education plans in place at around 92% remained constant.
- 6.33. The Mid and West Wales regional adoption agency is now fully operational; policies, procedures and guidance are in place. The work of the agency is focusing on providing adoptive placements for children in Pembrokeshire and three other counties.
- 6.34. The council is in touch with 100% of its care leavers and all have a personal advisor allocated. However, this year has seen an increase in care leavers not in education, employment or training from the previous three years data. The council as part of their corporate parenting strategy need to ensure plans facilitate and support care leavers to have better opportunities and that these support young people to fulfil their full potential.

Areas of progress

- Increased provision of Flying Start places supporting families in areas of deprivation.
- Timeliness of both initial and core assessments.
- The remodelling of support for children and families with a disability with a focus on inclusion.
- The provision of a psychology service to support the emotional and mental health of looked after children.

Areas for improvement

- Continue to develop better strategies and placement options for looked after children.
- Corporate parenting board need to ensure plans facilitate and support care leavers to have better opportunities and that these support young people to fulfil their full potential.

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. The structure within social services enables clear leadership across all service areas. People using care and support services have continued to benefit from strong leadership that has delivered improved performance coupled with continuous corporate and political support. The director of social services and leisure came into post in November and holds the statutory role of director of social services, however, prior to taking up this post they held the post of director of adult care and leisure. The role is key in influencing decision making within the wider council, ensuring social services is a priority and benefits from corporate and political support. This year there has been significant change at senior management level in social services with some key appointments also having been made at head of service level for both adults and children's services.
- 7.2. The council has effective corporate parenting arrangements in place with elected member commitment and effective partner engagement. A structured work plan and revised terms of reference provides assurance that the board recognises and acts upon its responsibilities as a corporate parent. CSSIW attended the January board and found good

oversight of corporate parenting arrangements and responsibilities. Of particular note was the engagement of young people at board level.

- 7.3. The council has increased its capacity to monitor the quality of the services it commissions by the appointment of monitoring officers and the implementation of a quality assurance framework across service areas.
- 7.4. During the last year the council made a budget saving of £12.9 million. The transformation programme of adults' services and the much stronger approach to commissioning achieved a saving of £2.8 million in adult services, and £100,000 in children's services. The council has placed considerable investment over the past two years in recruiting and developing its workforce which is a positive step, however, like all directorates, social services faces a challenging time delivering efficiencies and savings targets. With an expected saving of £1.97 million in adult services and £960,000 in children's services during 2015-16, it is important that the council continues to develop its strong commissioning framework and service remodelling to produce the necessary efficiencies.
- 7.5. Whilst it is evident that integration of health and social care is happening at practice levels, and clearly resulting in improved outcomes for individuals who use care and support services, it is not as apparent at a strategic level. It is important that this is evidenced at leadership levels in order to ensure commitment from all partners and drive continuous improvement and service development.
- 7.6. CSSIW observed two scrutiny committees and also presented a report of last year's evaluation of social services to cabinet. On the whole, members were well informed of the issues being discussed and provided a level of challenge to officers. There continues to be a strong level of political support in the council for social services and a clear understanding of the challenge of delivering services to vulnerable people at a time of significant budget reductions. There are good working relationships, with members receiving regular updates on service developments and performance through the scrutiny arrangements. There remains a protocol in place between cabinet members with lead safeguarding responsibilities that aims to ensure effective joint working and avoid duplication.
- 7.7. The council continues its strong investment in both adults and children's safeguarding and despite significant personnel changes during the last year the service remains robust, and a major focus of work within the council. This was recognised by the positive feedback from the Wales Audit Office (WAO) inspection of safeguarding arrangements which

found: *“Safeguarding Overview and Scrutiny committee is engaged in a continuous programme of monitoring and challenging the safeguarding activities of the council”.*

Areas of progress

- Continued development of overview and scrutiny committees with a strong recognition of their role in holding officers to account.

Areas for improvement

- Demonstration of strategic commitment and leadership to integrated health and social care services.