



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

Performance Evaluation Report 2014–15

Isle of Anglesey County Council
Social Services

October 2015

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

Annual Review and Evaluation of Performance 2014 - 2015

Local Authority: Isle of Anglesey County Council

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

1. Summary

- 1.1. Within adult services the council is making good use of available resources and is delivering on its aim of supporting people to be independent and as self-sufficient as possible. There is strong performance in delivering against the business plan. Performance in many areas is strong with progress towards meeting the council's targets. Significant steps have been made in modernising services, and engaging with communities in line with the principles of the Social Services and Wellbeing (Wales) Act. There are some positive outcomes demonstrating the impact of the changes such as the increased support for carers. However, there has been less progress in developing services for younger adults, and the full impact of the change for older adults needs to be evaluated to ensure they are not exposed to any unnecessary risks.
- 1.2. The council is aware of the risks within children's services where improvement is fragile. There is a need for sustained improvement in the quality of the services. There were good results in meeting performance targets but service development has been slower in children's services, which the council attributes to allowing time for improvements to be embedded.
- 1.3. Social services has benefited from improvements in corporate support, oversight and scrutiny. Capacity to deliver on improvement plans is an issue within the service, and this is reflected in the lack of progress in relation to a number of areas for improvement identified in last year's report.

2. Response to last year's areas for improvement

Identified improvement area	Progress in 2014 – 15
Ensure remodelling of family support service and service for children with disabilities is fully operating and outcomes evaluated	The remodelling of support services for children is being progressed. Progress has been made in consultation, scoping and piloting the service for disabled children.
Review and development of transformation of services for younger adults	No progress – the council say that this is a focus of action for 2015-16.
Increase the range of services available for children, young people and their families and reduce out of area placements	Some progress with ongoing development required.
Strengthen market and demand analysis to inform commissioning and financial planning	Limited progress due to limited capacity and remains an area for improvement.
Strengthen arrangements with community based services to collate and capture data in relation to needs and access	No progress.
Completion of core assessments within statutory timescales	Improved - from 72% last year to 78% against an average in Wales of 81%.
Outcome and quality monitoring of commissioned services	Limited progress.
Placement choice for looked after children	Some progress but not yet developed fully – increased foster care numbers.
Establishing a good range of community based children and family support services	In progress – strategic relationships developed.
Transition between children's and adult services	Some progress with Transition coordinator appointed.
Development of quality monitoring framework across adults and children's services	Improvement with establishment of corporate quality assurance framework.
Raise awareness and improve practice in relation to Deprivation of Liberty Safeguards (DoLS)	Progress with training sessions provided to staff across the social care workforce.
Approval and implementation of Corporate Parenting Strategy	Some progress with appointment of Service Manager for Corporate Parenting and Partnership but further work required to implement the strategy.
Step change in the pace of service transformation	Significant progress in older adults services, slower in other services.

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:

- Regional Single Point of Access (SPOA)

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 impact of changes on adults
- Modernising services for people with learning disabilities
- Mental health joint working and pooled budgets
- Improvements in children's services
- Range of placements for looked after children.

5. Our inspection and review plan for 2015 -16

- 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. At the end of the year, the council supported fewer people in the

community over 65 years of age. This is the same trend as seen nationally and the figure fell in Anglesey from 884 to 821. During the year the percentage of eligible care plans reviewed increased and was above the average in Wales (92% compared to a Welsh average of 80%) although the council actually reviewed the care plans of fewer people, reflecting the reduction in the number of people supported. The impact for people of these changes needs further evaluation and this is an area that we will follow up with the council.

- 6.2. The percentage of adult protection referrals where the risk has been managed rose from 89% to 92% against an average in Wales of 96%. This is an area that has been reported to scrutiny committee and the service has explained that this performance was the result of individuals with capacity deciding to be in situations where the risks can not be successfully managed. During the year the Adult Protection Coordinator changed. The council has remained responsive regarding adult safeguarding arrangements and intends to establish a safeguarding unit, to incorporate all work streams relating to quality of services, risk and safeguarding in the coming year.
- 6.3. The Deprivation of Liberty Safeguards (DoLS) provide a legal framework to protect people living in care homes and hospitals who are vulnerable because of their lack of mental capacity. The council had an increase in applications for DoLS authorisations as a result of the Cheshire West judgement. Of the 172 applications, 41 assessments were completed. Similar to other councils the assessments have not been completed within the expected timescales. The council has responded to this increase in demand by training four assessors to undertake the assessments.
- 6.4. The council's adult services aims to support people to be independent and as self-sufficient as possible enabling them to develop solutions as far as possible within community resources. An example of where the council has enabled communities to maintain local services is the social enterprise established to manage Beaumaris Leisure Centre. This social enterprise is an innovative response involving the community and the third sector in ensuring that the centre remains open for the benefit of local people.
- 6.5. Year on year the council has externalised the provision of domiciliary care. In December 2014 the council provided 41.9 % of hours through internal provision; in 2009-10 this was 81%. This development of the market has provided efficiencies, a stronger social care market, and more choice for people. This promotes the council's aims of achieving independence, effective partnership working and the resource to

produce creative solutions for people to remain in their community. CSSIW's annual inspection of the council's domiciliary service found that the quality of life of those using the service was very good, and people were very happy with the service. We found that it was well run, efficient and ensured continued improvement. The in-house provision is important to people as it is primarily used to provide the intensive short term reablement packages.

- 6.6. The council consulted with people in Anglesey in December 2013 in its 'Your Life Your Choice' consultation. Following the consultation the council developed an action plan in response to the information. Taking action regarding direct payments was one of the areas that the council needed to respond to. The council worked with Menter Mon and commissioned the Wales Co-operative centre appraise options for direct payments. Now part of the council's strategic vision is to have Citizen Directed Support at the heart of the community in Anglesey. The council intends to use principle across local communities and hubs.
- 6.7. The modernisation of services for people with learning disabilities is an area that has not been progressed during the year due to capacity issues. The council lacks capacity in commissioning and monitoring of services provided to people with learning disabilities and this remains an area for improvement. In the mental health service the council has commissioned an external evaluation of joint working and pooled budgets with the health board and this is an area for follow up by CSSIW.

Key National Priorities (adults)

Preventative and early intervention services

- 6.8. The Social Services and Wellbeing (Wales) Act 2014 will extend the provision of direct payments. During the year the council has doubled the number of people using direct payments from 30 in 2013-14 to 60 in 2014-15. This means that more people are achieving their well-being outcomes in a manner which enhances their ability to determine the care and support they consider is right for them by having greater choice, flexibility and control in maintaining their independence.
- 6.9. The reablement scheme is now fully mainstreamed with 500 people receiving a service during the year and 40% leaving the service without the need for an ongoing care package. The council plans to further increase independence through the development of community hubs that provide links across services and the community, allowing opportunities for people to take ownership of their wellbeing and

independence.

- 6.10. Supporting carers is a key element of achieving sustainable social services. The council has further improved performance in this area identifying hidden carers. More carers have been identified (up from 733 in 2013-14 to 912 in 2014-15) and offered an assessment of their needs. The number of carers supported by the council has increased year on year and the number provided with a service was 500. During the year there has been development of information and advice services, additional respite provision, and projects in partnership with Carers Outreach who also provide training for carers. The Crossroads home share scheme has had additional funding from the intermediate care fund.

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

- 6.11. The Single Point of Access (SPOA) is an example of the council implementing its aim of enabling people to develop their own solutions and working in partnership to developing community resources. It has also provided the opportunity to push forward practice in line with the Social Services and Wellbeing (Wales) Act. The development builds on the existing arrangements and allows individuals to access the advice and information they need. The SPOA provides a clear point of contact for referral into health and social services and is seen to effectively deal with the volume of referrals and provide experienced and knowledgeable advice and assistance. This development has led to individuals being supported appropriately and in a timely manner. The SPOA has developed third sector sign-posting to resources and solutions in the community and has promoted the ability of communities to meet needs. The numbers of people that benefited from this service has initially been small, but there are significant benefits to be achieved if the service and community resources are further developed and nurtured successfully.
- 6.12. Since October 2014 the 'What Matters' integrated assessment document has been used by the SPOA. The outcome of these assessments has been monitored by the Senior Duty Officer and has resulted in quicker processing and provision of services within the community, resulting older people having a more timely discharge from hospital. The rate of delayed transfers of care for social care reasons per 1,000 of population aged 75 or over was higher this year, but significantly below the average in Wales.

Areas of progress

- Engagement with communities
- Transforming services
- Number of carers supported.

Areas for improvement

- Evaluating the impact of service modernisation
- Modernisation of services for people with learning disabilities
- Commissioning and monitoring of services.

Children and young people

Overview

- 6.13. There are good results in children's services in meeting performance targets; however, improvements in the quality of practice within the service remain fragile.
- 6.14. Children's services make limited use of the council's website to engage with children, young people and their families and it contains information that has not been updated.
- 6.15. The council experienced a relatively high and increasing number of referrals with the percentage that do not proceed to allocation significantly higher than the average in Wales (50% compared to 19%). The percentage of referrals not progressing from allocation to assessment is also increasing year on year. There is a year on year trend where the number of referrals is increasing and the number of assessments is decreasing.
- 6.16. The council performed well with regard to timeliness in the management of referrals with a decision made on nearly all referrals within one day. The re-referral rate has fallen over the last four years and was 18% against a Welsh average of 21%. The council's performance is good in completing initial assessments to timescales (95% compared to an average in Wales of 76%) and during these assessments the percentage where the child was seen alone was above the average in Wales (64% compared to 45%). The performance improved in the timeliness of completing of core assessments but remains below

average (from 72% last year to 78% this year against an average in Wales of 82%).

- 6.17. The council has performed well in holding 98% of initial child protection conferences within timescales against a Welsh average of 93% this year. The performance in holding core groups has improved over the past three years and is now above the Welsh average (95% this year compared to an average in Wales of 91%). The head of children's services has lead role within corporate and social services on safeguarding. Part of this work will be bringing together adult and children safeguarding officers in one unit with the aim of making the service more resilient.
- 6.18. An extended child practice review considered one case and found significant failings in the multi agency practice of children's services up to April 2013, with a lack of ownership of responsibility between individuals and teams and too much responsibility placed on support workers. The council had not fully implemented assessment and child protection processes and had not implemented the correct legal framework. The organisation was not seen to respond to or listen and learn from concerns expressed by key officers such as the independent reviewing officer and the child protection coordinator. In order to promote learning and provide assurance regarding current practice, the council reviewed its practice in September 2014 and identified the need for completed core assessments and parenting assessments, consistent supervision and management of risk, stronger professional working between children and adult services, working in the correct legal framework, and developing the workforce's skills and experience.
- 6.19. There is a clear need to improve decision-making and accountability processes and there is an action plan to improve practice in children's services; the service is reporting to the senior leadership team in the council about the progress it is making. The council is aware that there is a need for significant improvement in children's services and has engaged consultants to provide independent support to evaluate the progress made and the council's readiness for further change. The Independent Support Team which was engaged at the beginning of the service's improvement journey has been engaged to undertake a distance travelled review in order to inform the services.
- 6.20. The council has also engaged consultants to review practice, processes and systems and a coach to lead learning, practice development, and support its workforce. This support has been ongoing over the past three years and contributes to the training and support for the workforce. A recent independent review by another external consultant found examples of good practice, and improvements in legal planning

meetings and supervision practice with arrangements in place to manage disagreements. The consultant reported that improvement was evident in this audit in a way which was not evident previously.

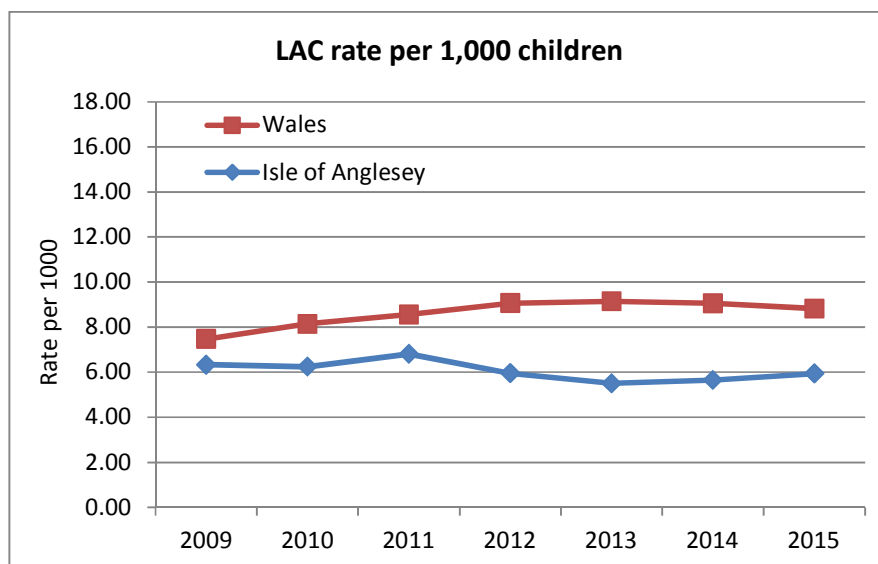
- 6.21. Improvements have been achieved through using the council's risk management and governance processes, but it needs to remain vigilant. The council reports that the quality assurance framework has been fully implemented in children's services with regular audits bedding in to drive quality improvements. Also external audits are having a positive impact upon the quality of practice. The audits and quality assurance work identifies the need for improvement in quality, decision making and accountability and this remains an area for improvement.
- 6.22. The council continues to identify strategic commissioning arrangements as an area for improvement but lack sufficient staff capacity to consistently deliver on its commissioning plans.

Key national priorities

Preventative and early intervention services

- 6.23. The council has continued to host and lead on the Integrated Family Support Service (IFSS) with Gwynedd Council. The IFSS provides intensive and integrated support to families, parents and carers experiencing significant difficulties from substance and alcohol misuse, enabling parents to achieve behavioural changes that will improve their parenting capacity. The service has been receiving referrals since May 2014 and can support up to 25 cases per annum. There is initial evidence suggesting that the IFSS is effective and an evaluation of the service will be undertaken during 2015-16.
- 6.24. Children's services has become more involved and influential in planning preventative services by being involved in the planning of Families First programme, and the Children and Young People's Partnership; participating in reviewing the Team Around The Family; aligning the provision of the service; and contributing to the development the family support strategy.

Looked after children (LAC)



Numbers of LAC as at 31 March

	2009	2010	2011	2012	2013	2014	2015
Isle of Anglesey	87	85	92	81	75	77	81

- 6.25. The rate of looked after children (excluding those on the child protection register) has stayed steady in Anglesey over the past seven years and below the average rate in Wales. The council reported an increase in the number of looked after children, the highest for many years at 91 at the end of March 2015.
- 6.26. The council's goal is that looked after children live within or as close to Anglesey as possible to benefit from a full range of services and maintain relationships with family, friends and their local community. However, 27% of looked after children are placed outside of Anglesey mostly in permanent placements with independent foster carers, while 5% are placed in residential out of county placements. This is an area for improvement.
- 6.27. There is solid performance regarding the case management of looked after children particularly relating to statutory visits, completion of personal education plans and timely looked after children's reviews. Nearly all care leavers have a personal advisor; however, there is a low

percentage of pathway plans in place compared to the Wales average (78% compared to 91%).

6.28. The fostering inspection in January 2015 found examples of some good childcare practice. Increasingly, children could be confident that their voices were heard, but the Independent Reviewing Officer did not have sufficient capacity to meet children before their review. The staff team were seen to be committed, confident, hard working and optimistic, supporting foster carers to a high standard. Negativity was expressed by some foster carers about the support they received from the council and the appointment of a full time principal officer is hoped to improve this situation. The inspector found that managers were very aware of shortfalls in the service and had plans to include foster carers and staff in developing the service, and subsequently progress has been made.

6.29. The council has improved permanence planning with five adoption orders in the year, a rise from two the previous year, and five special guardianship orders from four the previous year. There is a need to improve skills and expertise in this work and the council has appointed a permanency worker to assist in seeking alternative and permanent family arrangements.

Areas of progress

- Performance with regard to performance indicators
- Appointing key management staff
- Permanency planning.

Areas for improvement

- Quality of work in decision making and accountability
- Workforce development
- Use of website and development of information, advice and assistance in line with the Act
- Capacity and delivery on commissioning
- Range of placements for looked after children.

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. Social services has benefited from improvements in corporate support such as improved quality assurance systems and financial information. There have been changes in management within social services with a new Head of Adult Services started during June 2014, bringing together both adult social care and the provider unit. However, the service lacks capacity and corporate support in commissioning and procurement.
- 7.2. Oversight and scrutiny has been improved with greater efficiency and accessible information. New members have developed knowledge and understanding of their roles supported by Medrwn Mon. There has also been a marked improvement in management of services challenge sessions with members and officers, ensuring a much more robust evaluation of risks and improvement.
- 7.3. The Anglesey and Gwynedd Partnership (Local Service Board) has made progress in its three year strategic plan by working together and identifying three shared key priorities. The priorities are older people, building resilient families and sustainable communities/community regeneration.
- 7.4. There is significant corporate support for planned developments in adult services. Transforming older adult social care is the first of the council's corporate priorities for the coming years. In 2015-16 the council will develop two extra care partnerships and develop the Single Point of Access (SPoA) and community services through the community hub model. The council also plan to develop reablement and dementia services and services for people with learning disabilities jointly with the health board. After significant engagement work with the community, and with political support, the council decided to sell one of its care homes, Gareglwyd.
- 7.5. The Social Services and Wellbeing (Wales) Act requires the ability to understand and develop community responses to meet the needs of individuals, rather than a traditional referral and assessment for services and the council has been working to implement these changes. Officers worked hard during consultation work called "have your say" in 2014 to engage with communities regarding extra care developments in Amlwch, Llangefni and the south of the Island. The council is making effective use of technology in adult services to engage with people. Its approach to engagement is explained on its website and the current engagement regarding the future of Haulfre care home is a good

example that provides a clear timetable for different types of engagement, and the opportunities for people and communities to express opinions and be part of the decision-making process.

7.6. There was improved stability in the workforce with the appointment to key management posts, but there remains issues of capacity to deliver improvement, particularly in financial information for service planning and transformation. The council was joint runner-up in the Care Council for Wales' Accolades Awards for developing a sustainable workforce in their project to stabilise and develop the workforce, reviewing approaches to recruitment and retention, professional development and management training.

7.7. The timeliness of responses to complaints has improved since the implementation of new arrangements in August 2014, but remains an area for improvement. The council produced an annual report that details complaints and compliments and this was used to identify themes and response timeliness. The report identifies a reduction in complaints and suggests that this is because the service is listening and resolving concerns at an earlier stage. The 20 complaints received by adult services during the year is a reduction from 29 the previous year. All stage one complaints received a discussion in a timely manner and 65% of written responses were in timescales. The largest proportion of complaints related to older people's services. Children's services experienced a fall in the number of complaints, with 25 received compared to 31 the previous year, with 70% of stage one written responses within timescale. The highest proportion of complaints concerned the family intervention service.

Areas of progress

- Corporate support
- Oversight and scrutiny
- Engagement with people.

Areas for improvement

- Commissioning
- Timeliness in response to complaints.