

Follow up inspection of *Care and Support*

People with Learning
Disabilities in Pembrokeshire

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.
This document is also available in Welsh.

OGI © Crown copyright 2017 WG31722 Digital ISBN 978 1 4734 9796 2

Contents

Introduction	3
Context	3
Methodology	3
Acknowledgements	4
Summary of findings	5
Recommendations	7
Findings	8

Introduction

In December 2015 Pembrokeshire local authority was part of CSSIW and HIW's national inspection of care and support for adults with learning disabilities. The purpose of the inspection was to assess the success of Local authority social services in achieving the outcomes that matter to people. This inspection identified some significant shortfalls and as a result the Local authority was required to develop an improvement plan. CSSIW have been monitoring the action plan during the year.

In January 2016 CSSIW informed Pembrokeshire local authority that they would undertake a follow up inspection during 2016/17. This inspection would consider whether sufficient progress had been made in improving the quality and consistency of services for adults with learning disabilities.

Context

Pembrokeshire County Council has a population of approximately 124,000 (2015 mid year estimate). The authority, using the Daffodil web based social care needs projection system developed for the Welsh Government, estimates that there are 2297 adults with learning disabilities living in the Council area. On the 31st March 2016 there were 511 adults with learning disabilities known to the Authority, 41 of whom were aged sixty five or over. As at 31st March 2016, 417 persons with a learning disability were supported by a service provided and/or commissioned by Pembrokeshire County Council. Of these 324 (78%) were supported to live in the community with 93 (22%) supported in residential/nursing care.

Pembrokeshire local authority had an expenditure of £13,497,000 for 2015/16 for Learning Disabilities. This per head for the 417 persons currently being supported by the local authority is £32,367.

Report

This is a report of the inspection undertaken in March 2017. Inspectors read case files and interviewed staff; managers and professionals from partner agencies; and met with people who have a learning disability, parents and carers.

Methodology

The inspection team were on site in Pembrokeshire for five days during the first week of March 2017. The inspection focused on the areas for improvement that were identified during the inspection in December 2015. The key questions which formed the evaluative components at the December inspection were used as the benchmarking criteria for the follow up inspection. Consideration was also given to the progress the local authority is making on the implementation of the Social Services and Well-Being (Wales) Act 2014.

Activities during the fieldwork included

- Case File reading: inspectors considered 15 pre-selected cases.
- Interviews: inspectors conducted a number of group and individual interviews with staff, elected members, partner agencies, Third Sector, people who have a learning disability, parents and carers.
- Observations: CSSIW inspectors attended a presentation by the local authority on the progress they had made since the original inspection. The adult safeguarding team also provided a presentation of the local authority's safeguarding arrangements.

Acknowledgements

CSSIW would like to thank: People with learning disabilities; parents and carers; staff and managers of Pembrokeshire County Council; partner agencies and the Third Sector; for their time, cooperation and contribution to this inspection.

Summary of findings

- 1.1. The Authority has made progress in the provision of care and support it provides for people with learning disabilities. Significant priority has been given to consultation with people with learning disabilities, their carers and staff, and this has been central to the improvements that have been made. The emphasis has been on ensuring the stakeholders' voice is heard and actively acted upon in the plans developed by the Authority.
- 1.2. We found positive changes had taken place regarding the leadership and culture of the local authority and without exception staff, people with learning disabilities and family members reported that leaders were accessible and had engaged with them to seek their views. An elected member has been appointed as Champion for people with learning disabilities, and is supporting senior officers to drive through the changes needed.
- 1.3. A Learning Disability Strategy has been developed in partnership with Hywel Dda Health University Board and key stakeholders. It is critical now that the local authority move forward quickly to ensure this Strategy is translated into a model of service delivery. In doing so they must ensure that they build upon the collaborative approach used so far and engage with stakeholders throughout. A key factor to the success of this will be a clear communication strategy that sets out how the local authority will communicate and engage with stakeholders, in the development of services for people with learning disabilities.
- 1.4. An easy read draft Strategy has been developed for people with learning disability, and inspectors were informed that people were engaged in the development of this Strategy through the support of advocacy services. While this is positive, concern was expressed during consultations with stakeholders that the easy read Strategy is not fully presented within Total Communication language that is consistently used within services in Pembrokeshire.
- 1.5. The commissioning and contracting team have reviewed contracts to ensure those scenarios that inspectors found in December 2015 where an individual with a tenancy also received care and support from their landlord are addressed. Improved collaborative working was reported with housing and discussions are taking place regarding new initiatives, however, an accommodation strategy for people with learning disabilities has yet to be developed. The Authority must ensure the vision set out in the Strategy regarding accommodation for people with learning disabilities, is set out within a clear plan and that this correlates with the Authority's population needs assessment.
- 1.6. The implementation of the Social Services and Well-Being (Wales) Act 2014 is progressing well. The arrangements for Information, Advice and Assistance had been developed and we found these in general to

be consistent with the ethos of the Act. However, stakeholders expressed some uncertainty about how people with learning disabilities and their carers will access services; the authority must consider this aspect to ensure that people understand the pathway into the service and that this is a seamless process. Critical to this will be ensuring that the structure review that has been completed sets out the roles and responsibilities for team members and the criteria of need of how people will be supported within this new structure. In doing so the Authority must ensure that they listen to the voice of people who have clearly expressed that they want a named professional who they can contact.

- 1.7. Practitioners are now supported by clear care management systems, and inspectors saw much improved arrangements regarding assessments, care and support plans and reviews. However, further work is required to evidence in case records, how people with learning disabilities and their families are actively engaged in the care and support arrangements and that plans are person-centred.
- 1.8. The arrangements for adult safeguarding are much improved, with the dedicated safeguarding unit for adults and children demonstrating they have the right resources to meet the demands. Effective policies and procedures are in place to ensure that safeguarding matters are addressed appropriately and in line with the requirements of the Social Services and Well-Being (Wales) Act 2014.

Recommendations

- 2.1. The local authority, in collaboration with key stakeholders, needs to develop a plan that details the way in which the Learning Disability Strategy will be turned into action. In doing so it must ensure that all stakeholders are involved and demonstrate the commitment made by the local authority to coproduce services.
- 2.2. The easy read Strategy needs to consider the range of communication methods used for people with a learning disability in Pembrokeshire.
- 2.3. A communication strategy is developed to ensure all stakeholders have an opportunity to be involved in the development of services and this must consider how the local authority engage with hard to reach groups.
- 2.4. A commissioning strategy for care and support for people with learning disabilities should be developed in partnership with Hywel Dda University Health Board. This should be informed by a wide ranging analysis of need and focussed on collaborative and innovative solutions.
- 2.5. An accommodation strategy for people with learning disabilities needs to be developed, which is based on the population needs assessment for the Authority.
- 2.6. A records management policy is developed to ensure consistency in care and support arrangements. Arrangements need to ensure that care management records demonstrate people's involvement; in all aspects of their care including reviews and that care and support plans are person-centred.
- 2.7. The details regarding the restructure of the team need to be formalised, to ensure people with learning disabilities, their families, carers, staff, agencies and the Third sector understand the model of service delivery. This must include clear arrangements for the allocation and delivery of work at all levels, including the CTLD team, review team and the transition team.

Findings

Key Question 1

How well does the Authority understand the need for care and support for people with learning disabilities, including support for carers and the development of preventative services, in its area?

The inspection focused on the following areas under Key question 1

- The development of a multi-agency strategic plan for people with learning disabilities and the effectiveness of the collaboration with key stakeholders.
- The commissioning and contracting of services for people with learning disabilities.

3.1. The leadership of social services is keen to promote a culture of innovation and improvement, and there are good examples of what has been done over the past year. There has been a specific emphasis on continuous improvement and a strong value base from which services should be developed. It is clear that the local authority has been making a considerable effort to improve services for people with learning disabilities, and to do this by engaging with people and their carers directly. Significantly there is a shift in the culture to be more responsive to what matters for people.

3.2. A key change is consultation with key stakeholders, and there is evidence to support the commitment to work within a framework of co-production, in line with the Social Services and Well-being (Wales) Act 2014. The local authority has used some innovative approaches to genuinely involve people and communities in the design and delivery of services, for people with learning disabilities. Considerable work has taken place to establish what matters for people and consider how this might shape future services. A Learning Disability Partnership Board has been established which has user representation, is co-chaired and co-vice-chaired by people with a learning disability. The work of the Board has been critical in the development of a Learning Disability Strategy.

3.3. The development of the Strategy was informed by a wide range of engagement events throughout Pembrokeshire, and a focus on making the means of communication appropriate to people by developing Total Communication skills. Whilst the Authority demonstrated a commitment to ensure they widely consulted with key stakeholders, we were told by some carers and staff that they did not have an opportunity to be consulted on or engaged in the development of the Strategy. We were not able to fully establish to what lengths were taken to target hard to

reach people, specifically those that do not access current services and people living in rural Pembrokeshire. The Authority will need to strengthen the arrangements to ensure that they are confident that all stakeholders have been provided with every opportunity to be consulted upon and feed into the next steps of the Strategy.

- 3.4. It was apparent there was a general view that there is a lot to celebrate about the work done so far, overall, the direction of travel has been very positive, but there is still quite a degree of anticipation about what will be delivered. There is recognition there needs to be a good balance between the development of new services and the remodelling and investment in the more traditional models of services. We found a commitment and willingness from staff at all levels within social services and health to ensure that people have access to good quality services. Staff members were clear that services should promote independence for people with a focus on empowerment and the need to nurture community resilience and resourcefulness. However, it is evident that the Learning Disability Strategy is still at its embryonic stage and this now needs to be accompanied by a service delivery model. We found there is still some considerable uncertainty about the new models of service and whilst there is a commitment to co-production, it is clear that not all stakeholders are aware of this intent and how they will be involved. A key challenge for the Authority will be how they will ensure that people with learning disabilities, their carers and staff engage with this process, as they move to changing service delivery models that people have got used to, and developing new services.
- 3.5. We found signs that the Authority is taking steps to become more consistent and systematic in the way in which it commissions its services. A key change has been to improve the status of independent living arrangements, to ensure they meet the legislative requirements by separating out housing and care providers. The Authority has an accommodation and efficiency programme which is reviewing placements to ensure people are receiving the level of care that reflects their needs, and that care packages offer value for money. The reviews have identified some significant reductions in the level of services being provided to people; however, it is a concern that these changes in service delivery have not taken effect and the Authority continues to pay for services that are no longer required. The Authority needs to prioritise actions from these reviews to ensure effective management of public funds.
- 3.6. The multi-agency panel system continues to be in place and we found improved arrangements between the Authority and Health regarding the implementation of the continuing health care policy, with a dedicated staff member overseeing these arrangements. This is an encouraging step and arrangements were clearly working well, with positive comments about the impact this was having on ensuring people receive appropriate care and support. Different aspects of commissioning activity have been brought together into a hub ensuring greater consistency and

improved communication across commissioning and contract management functions. Improved quality assurance measures have been implemented within commissioning and it is reported that this is beginning to drive up standards. Whilst improvements are noted the next steps must be the implementation of the overarching Strategy that drives improvement across all aspects of care and support for people with learning disabilities.

- 3.7. Stronger links between Social Services and Housing are being developed; the housing manager is a member of the Learning Disability Partnership Board. Whilst this is a positive step, there remains no explicit accommodation strategy for people with a learning disability. This is an area of priority for the Authority alongside the implementation of the Strategy, as it is critical that there are clear plans that outline what people with learning disabilities can expect regarding their accommodation needs.
- 3.8. In moving the Learning Disability Strategy forward the council will need to ensure that future services are developed based on the population needs assessment, which has identified changing demographics of needs of people with learning disabilities in Pembrokeshire. This clearly will be a challenge given these changes and the financial constraints the authority are facing, a key priority must be to ensure effective oversight of packages of care that demonstrate people are receiving the best quality of care and this provides best value for the Authority.

Key Question 2

How effective is the Authority in providing information, advice, assistance, assessment and care planning that achieves positive outcomes and which respects people with learning disabilities as full citizens, equal in status and value to other citizens of the same age?

The inspection focused on the following areas under Key question 2:

- Progress on the implementation of the Social Services and Well-Being (Wales) Act 2014, specifically the arrangements for Information Advice and Assistance.
- The effectiveness of the provision of care and support for people.
- Adult protection arrangements ensure that people are safeguarded appropriately.

4.1. In meeting the requirements of the Social Services and Well-being (Wales) Act 2014 on access information, advice and assistance, (IAA) the Authority has developed a generic contact centre, with the co-location of the social service's duty team. In connection with these arrangements is the development of query trees, to elicit what people require and direct them to the right solutions without the need for formal assessments. A partnership with Swansea University has been developed, to assist with community development and a number of forums are being established to drive forward a community connector model. The Learning Disability Strategy identifies the importance of community resources and sets out how these will be built upon to reduce social isolation for people with learning disabilities. Critical to the success of this will be on availability of community resources specifically within rural areas.

4.2. The IAA service is in its early stages and it is too early to formally assess its effectiveness; anecdotal information, however, suggested that there was uncertainty about its operation within learning disability services. There were also comments from stakeholders that correspondence from the local authority can be difficult to understand and it was reported that the website is not user friendly. These will clearly need to be addressed and specifically the key message from the consultation on the Learning Disability Strategy was that people want to contact a familiar, named professional.

4.3. A structure review of teams has taken place with different criteria being placed on how people are allocated a worker; this review now includes a designated review team to review peoples care packages throughout adult services. We found some uncertainty regarding the allocation of cases and there were a significant number of people with learning

disabilities without an allocated worker. A critical factor to the success of these changes is ensuring that people understand their roles and responsibilities and the criteria of need of how people will be supported within this new structure. This is a significant issue for the Authority and they must ensure that measures are taken to address this uncertainty and demonstrate that the wishes of people are taken into account. People with learning disabilities and their carer's state that a named individual is critical in the continuity of professional support, new systems currently reflect a less than robust service to people who should be supported effectively.

4.4. Since the previous inspection a new provider of support for carers has been appointed; Mid and West Wales Crossroads. There is evidence that positive steps have been made since they started operating in July 2016, with a reduction in formal assessments as people are now better supported through the preventative route rather than assessing a statutory service through social services. Information is accessible for carers and newsletters are regularly prepared and events have been held throughout the year for carers. However, it is unclear what specific support and information has been given to carers of people who have a learning disability. We found that there was a lack of designated support for this group of carers and that priority had not been given to developing a database of people in this group, so that information can be targeted to them. Assessment, Care and Support plans lacked detail about how carers have been involved and if they were offered or provided with an assessment. We accept that this could be the design of the form; however, records need to show that a carer's assessment has been offered and completed. The evidence from complaints and direct comments from carers indicate that communication is still a problem; examples were given of professional workers not returning calls, not providing information in a timely way, and communication being in a language that people did not understand.

4.5. Inspectors examined fifteen case files and mostly found a much improved system regarding assessment, care and support arrangements. Files demonstrated that positive steps had been taken to ensure that practitioners worked within a prescribed framework and effective systems had been developed to support this critical work. We found some good examples of people being consulted and involved in their assessment and care and support plans, with what matters for people identified as outcomes within them. Most files examined demonstrated a clear audit regarding panel decisions and funding arrangements about people's care packages; however in all files reviewed we did not see any evidence of decision making and management oversight. Whilst these are generally positive steps and identified improved social work practice, we did not see evidence in most files to support effective on-going support with people throughout the IAA process and there was a complete absence of a record of engagement with people throughout and significantly during the review of their support plan. The next steps to support this work for the Authority will be to ensure that case records

reflect the language of the Social Services and Well-being (Wales) Act 2014, the engagement of people and a person-centred approach.

- 4.6. Leaders must ensure that there continues to be a focus on improving record management systems and that staff are supported to undertake this task effectively and to show records maintained reflect people's journey of care and support. The authority are advised as a priority to update the record management policy to ensure it informs staff of their responsibilities and those records meets the legislative framework of the Social Services and Well-being (Wales) Act 2014. We found that there continues to be a barrier to demonstrate multi agency working, due to health and social services continuing to have different IT systems. Records viewed did not reflect that assessments were multi agency and there were multiple plans for people rather than one plan that reflected people's holistic needs. The Regional Integrated Partnership Board for people with learning disabilities need to progress work on a shared IT as a matter of priority as part of the Learning Disability Strategy.
- 4.7. A priority of the learning disability action plan, following the inspection in December 2015 was to ensure that people had a review of their care and support plan. The Authority purchased the services of an external agency 'Skylakes' to assist in the completion of this task. Whilst the aim had been achieved in completing reviews we found a variance in the quality of the work. Records did not demonstrate effectively the review process and we were unable to fully clarify what constituted the review and significantly the outcome for people. Whilst the use of 'Skylakes' was helpful for the Authority in dealing with the backlog, the reviews were not always as effective in supporting people as they might have been. This was because they were not rooted in a good knowledge of local resources. The authority will need to consider how they ensure that reviews completed resulted in a meaningful outcomes for people.
- 4.8. Improvements are noted in adult safeguarding and the authority has put in place much needed investment, with the development of an integrated safeguarding unit for children and adults. The safeguarding service is governed by policies that meet the legislative framework of Part 7 of the Social Services and Well-being (Wales) Act 2014 and there is a new and revised referral pathway. Threshold criteria have been developed, with clear process maps that demonstrate how adult safeguarding cases are managed.
- 4.9. We found the team benefit from strong leadership and direction, team members are committed to ensure they work in partnership to improve safeguarding practice, and that people are appropriately safeguarded through the implementation of effective safeguarding systems. Data collected by the unit informs that there is an increasing trend in referrals during the year, with these being managed effectively, with 77.40% of adult protection enquires undertaken within seven days. Improved arrangements are in place for case conferences.

- 4.10. In the main, safeguarding cases examined demonstrated that risk was managed appropriately with a timely response to adults at risk. Generally, assessments identified risk factors, and we saw very positive use of the 'Signs of Safety' model in plans. However, systems could be improved upon by having a more cohesive multi-agency safeguarding plan for people particularly those higher risks cases. Whilst we found little evidence on files to confirm how the adult at risk was engaged in the safeguarding process, the safeguarding presentation and interview with a person involved in the adult safeguarding process, demonstrated the lengths workers went to engage people and ensure they had a voice. However, records need to provide better evidence of people's engagement in the safeguarding process.
- 4.11. The Authority continues to experience a significant challenge in managing the applications to authorise deprivation of liberty safeguards (DoLS) with the numbers continuing to increase. In attempting to address the issues a designated DoLS administrator has been appointed, as has a temporary DoLS review social worker, whose role is to review cases in the system. Whilst we found that there still are significant issues in managing the work, improved arrangements are in place with a clear system to monitor and prioritise the work. There are also better links with adult safeguarding, to demonstrate a more holistic view was being taken.
- 4.12. Pembrokeshire People First have historically provided advocacy support to people who have a learning disability. The local authority have had a contract with DEWIS since 2015, to act as advocates and provide support to other groups of people including carers. Discussions informed that there are good working relationship between the Authority and Pembrokeshire People First and constructive relationships exist to the benefit of people with learning disabilities. We found that advocacy services had provided a key role in assisting the Authority to develop the Learning Disability Strategy and facilitated a number of stakeholder events. Advocacy services fully support the values and principles of the Strategy and are committed to the work of the Partnership Board. Pembrokeshire People First advised they are keen to see the next steps from the Authority and how the Strategy develops into service delivery with a commitment from the Authority of a designated budget. To ensure that services make a difference to the quality of life for people with learning disabilities in Pembrokeshire.

Key Question 3

To what extent have the arrangements for leadership and governance in the authority delivered a clear vision for care and support for people with learning disabilities, aimed at improving outcomes, and which has the support an involvement of partners – including people with learning disabilities and carers?

The inspection focused on the following areas under Key question 3.

- Leadership, management and governance arrangements support the delivery of an effective service to people with a learning disability.

- 5.1. Significant staff changes have taken place since the inspection in December 2015. The director of social services retired in the summer and the head of adult services was appointed as director in December 2016. At the time of the inspection in December 2015, we found that the authority had experienced a number of changes in its management arrangements with key posts being held by interim managers. This on going instability in the leadership and management arrangements has significantly affected service delivery within the Authority and steps must now be taken to consolidate and ensure that leaders drive forward the vision of services for people with learning disabilities.
- 5.2. Improvements have been made in the leadership and governance of social services. The foundations are in place to deliver services that matter to people, with a focus on outcomes and sustainability. There has been a strong emphasis on partnership working at a local and a regional level; the local authority is keen to explore how it could use a coproduction approach in the development of services so that there is a strong user input into their design of services in the future. The authority is currently engaging with the National Economics Foundation to take forward coproduced models of service delivery.
- 5.3. The director of social services and head of commissioning have been driving the change programme forward, with a clear emphasis on cultural change and improved practice. The director in his former role as head of service has been pivotal in this cultural change, with a focus on open and transparent working and engagement with staff. The director is clear on the vision of services for people with learning disabilities and is committed to move forward with services that provide, and states that the vision for services is; "Traditional models of care create dependency; intervention should promote independence and focus on recovery and empowerment".

- 5.4. Generally, we found some positive cultural change with a renewed emphasis on continuous change and improvement. Staff, without exception, spoke positively about these changes and that there is better visibility of the director that they were accessible and there was a real sense that staff were being listened to. Whilst these are all very positive steps, leaders need to maintain the momentum and ensure staff members continue to feel included and consulted about plans. Critical to this will be the development of a communication strategy linked to the implementation of the Learning Disability Strategy. It is clear that the impact of historical under-investment, lack of leadership and direction has taken its toll on the CTLD team at all levels, within both health and social services and leaders now need to model strong, responsive and supportive leadership.
- 5.6. Improved governance arrangements are now in place and the cabinet member for social services has been appointed as Champion for learning disability. Discussions with cabinet members suggested that they are well sighted on issues and are providing the challenge needed to move services forward. The director meets systematically with heads of service weekly; and there is a wider social services management team meeting on a monthly basis, and there have been regular meetings with staff members. Complaints are presented and discussed directly with the director each month, and learning events have been introduced to improve practice on a multi-agency basis. Whilst some quality assurance measures have been introduced to what extent these have been implemented is unclear. It is critical that the director establishes effective quality assurance and monitoring measures to ensure consistency and quality of support to people. This should ensure that senior officers deliver on their responsibilities, and support staff effectively to enable them to implement new models of working and to drive forward the work outlined in the Learning Disability Strategy.
- 5.7. The local authority has embraced the concept of regional working and there is a commitment from leaders to work collaboratively within the West Wales Regional collaborative. A regional population needs assessment, has been completed and there is currently work being undertaken jointly by Pembrokeshire, Carmarthenshire and Ceredigion to produce a market position statement. Joint work has also taken on IT systems. A joint commissioning framework is in place with Carmarthenshire and a joint tender is underway for supported living services. The continued effective working of this regional collaborative is crucial in driving forward the Learning Disability Strategy and specifically the engagement with Hywel Dda University Health Board.
- 5.8. Discussions with health and social services team members confirmed that there is a willingness to change and they are energised to take forward the new models of working. This is encouraging and confirms their commitment to people with learning disabilities, their carers and Pembrokeshire local authority, given the difficulties historically experienced by the teams. The workers within social services spoke

positively about the new care management framework, that the training and support provided on the Social Services and Well-being (Wales) Act 2014 and Signs of Safety model of intervention for adult safeguarding was positive. While there have been many positive initiatives and improved practice, shortfalls within the team due to long term sickness and staff vacancies has had a significant impact on staff and their ability to manage the flow of the work during the year. Team members spoke positively about the support they received from their team manager, it was clear however, that this had been a positive but difficult year for staff members. It is apparent that the staffing issues have affected the rate of improvement of the professional service provided by the Community Team for Learning Disabilities. However, this seems to be more about the management decisions than the willingness from within the team. The lack of agreed protocols for new models of working between social services and Hywel Dda University Health Board has created a level of uncertainty which could have been avoided if leaders had articulated clearly the new structural model and this was supported by policies and guidance. This is a shortfall that must be addressed. Leaders in social services and health spoke about the commitment to change and working collaboratively to develop new models of working. Staff in these organisations spoke about the uncertainty of how the vision will transpose into service delivery. It is critical that leaders within the two agencies prioritise how the service will be developed and delivered to ensure the uncertainty currently being experienced is addressed.

- 5.9. The local authority has made positive steps during the past fifteen months to develop a vision of services that improve the quality of life for people with learning disabilities. This inspection found that many positive changes have taken place. Perhaps most significantly there is evidence of cultural change, with people being consulted and invited to be included in an open debate about how services will be developed. The critical next step is to ensure that the vision and ambition outlined in the Learning Disability Strategy results in action. The test is whether people begin to see a difference in the services they receive and are supported to have improved outcomes and their life options enriched.