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Report of the Director of Adult Social Services

Executive Board

Date: 3 December 2008

Subject: Annual Performance Assessment (Star Rating) for Adult Social Services 2007/08

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

Strict embargo until 27th November 2008

Executive Summary

The performance of each Council with Social Care Responsibilities is annually assessed by the Commission for Social Care Inspection (CSCI). Each Council is awarded a star rating which contributes to the Comprehensive Performance Assessment. Directors of Adult Social Services are required to draw the attention of the Executive Board and the wider public to the report which is published at the end of this process. This report was published on the 27th November and contains the overall star rating for Adult Social Care. The report is submitted alongside the companion report also presented to the executive Board today which sets out the result of the thematic inspection, Independence Wellbeing and Choice, of the Authority's Adult Safeguarding and older people's prevention and personalisation services which was undertaken in August 2008, the outcomes of which feature strongly in this performance assessment.

This report offers members of the Executive Board a highlighted summary of the main areas of achievement and indicates areas of service identified by the Inspectorate as requiring further development to sustain or improve performance.

Attention is drawn to the performance framework for 2007/08 which places an additional emphasis upon issues of dignity and respect (Safeguarding). This outcome incorporates the Inspection assessment of adult safeguarding in Leeds. An authority's overall judgement in terms of performance is automatically limited to adequate by poor performance in this area.

Hence, the judgement reached by CSCI is that adult social care services in the city are '**adequate**' and have **promising prospects** for improvement. This is rated as one star performance (out of a scale of 0 to 3) by the Inspectorate. Performance for 2007/08 has been given a lower rating than for 2006/07, primarily as a result of the poor rating for local adult safeguarding arrangements. This has limited the overall rating for Adult Social Care irrespective of the evidence of significant improvement in overall performance and the important progress made in areas identified for development last year. The letter formally advising the Council of the outcome of the review are attached as Appendix 1 and 2 to Executive Board Members agendas only and will be made available to the public on 27 November 2008.

The report concludes by outlining how Leeds intends to positively respond to the areas identified for improvement by CSCI in order for the Authority to attain excellence in future years.

1 Purpose of this report

1.1 This report alerts Members of the Executive Board to the judgement made about social care services for adults in the city and provides a brief summary of the key points raised by CSCI in making their judgement. The report also describes those areas identified by Inspectors for further improvement. These are integrated into the Independence, Wellbeing and Choice Inspection Action Plan as there is significant overlap in the recommendations for improvement.

2. Background

2.1. For the financial year 2006/07 adult social care services in the City were judged by CSCI to be serving some people well and to have promising prospects for improvement. A report advising members of the Executive Board was submitted in December 2007 describing that judgement and highlighting the evidence it was based on.

2.2 The Performance Framework for 2007/08 (to which this report relates) employs the same methodology. This concentrates on the performance of the Council in relation to specific outcomes as they would be experienced by vulnerable adults in the City.

2.3 The table below sets out the 7 outcomes and offers a brief description of the areas of social care and related activity which are associated to those outcomes by the Inspectorate. Two further rows in the table set out how the Commission assesses the capacity for the Council to improve it's performance based on it's judgement against two further categories, 'leadership' and 'commissioning'.

Outcome	Descriptor
Improved health and emotional well-being	The authority is assessed against its capacity to work in partnership to enable people to enjoy good physical and mental health, to access appropriate treatment and support in managing long term conditions effectively.
Improved quality of life	In this case, access to public and commercial services, leisure, social activities and life-long learning are assessed along with peoples perception of safety outside the home.
Making a positive contribution	The assessment in this area is focussed on how the Authority ensures that people are involved in local decision making and involved in policy making and decision taking.
Increased choice and control	Many of the most critical indicators in relation to Adult Social Care services are assessed against this outcome which is concerned with the extent to which the Authority is able to maximise the independence of people, how their access to information about care and support is facilitated, how they are enabled to exercise choice and control over that care and support and how they are enabled to manage risk in their personal life.
Freedom from discrimination or harassment	This outcome is concerned with how the Authority ensures equality of access to services and ensures that people are not subject to abuse
Economic well-being	Here the Authority is assessed against its capacity to ensure that people are helped to access sources of income and accommodation and thereby encouraged to actively participate in the life of their community and family.
Maintaining personal dignity and respect	Here the Authority is assessed against how well it is able to ensure the prompt availability of a range of personal care and support services including adult safeguarding. This exerts a predominant influence upon the overall rating of an Authority's delivery of outcomes. Performance against this outcome must be judged as a minimum to be 'adequate' for the an overall judgement of delivery of outcomes in the Authority to be 'good'.
Leadership	In reaching a view about the Authority's capacity for improvement, Adult Social Care services are viewed in the context of the wider Council and Local Strategic Partnership, recognising the need for truly effective partnerships in these areas to drive forward improvements in the seven previous outcome categories.
Commissioning and use of resources	Finally, the Authority is assessed against its capacity as a commissioner ensuring that all its commissioned and provided services have clear standards in relation to quality and costs and are commissioned using the most effective, economic and efficient means available.

Fig 1

2.3 CSCI derive the evidence on which they base their assessment from several sources including, the self evaluation by the Council contained within the National Self Assessment

Survey template; evidence submitted by the Council in the course of Routine Business Meetings with the CSCI Business Relationship Manager; information collated from regulatory inspections of services and from any relevant service inspections or reviews which have information relating to relevant Council Services.

2.4 The information gathered by the Commission has focused on Leeds Adult Social Care's performance; evidence of its ambitions for improvement, evidence of its capacity to deliver improvements with the support of partners and evidence that its plans to deliver these improvements are robust. This detailed information is presented at Appendix 2 to this report and reflect the product of that overall process.

2.4 The Commission set out their initial response to the self-assessment in August, at the Annual Review Meeting where further evidence was presented. A process of regional and national moderation followed. The final assessment letter and report (Appendix 1) was received by the Authority at the end of October but, in line with national requirements, it's content remained confidential and embargoed until November 27th. The Commission require that the report is taken to a council meeting within two months of publication and made available to the public. Given the extremely close association between the outcome of the Inspection and this report, it was felt to be appropriate for both to be considered at this meeting of the Executive Board.

3.0 Progress in areas for improvement

3.1 The annual review for 2006/07, published in November 2007 outlined a number of areas for improvement by Leeds Adult Social Care. In all areas, with the exception of staff absenteeism, Leeds has achieved the improvements required by the Commission. Progress is presented in figure 2 below.

Leeds Adult Social Care Performance Judgements for 2006/07

Key Areas for Improvement

Outcome	Area for Improvement	2006/07	2007/08	Change
Improved health & emotional wellbeing	People receiving a review of their care needs	53.5%	62.8%	↑
	Continue to reduce the number of delayed transfers of care	28.9	25.5	↑
	Continue to reduce the number of delayed transfers of care that are attributable to the council	8	5	↑
Improved quality of life	Numbers of older people helped to live at home	74.7	81.4	↑
	Numbers of adults with physical disabilities helped to live at home	3.8	3.9	↑
	Provision of intensive home care support	10.0	11.4	↑
	Continued development of telecare services	£253,000	£387,000	↑
	Improve regulated services to a rating of good or better			↑
	Resolve issues that concern the registration of services and former hostels, that currently care for people with learning disabilities			✓
	Waiting times for minor adaptations (% on time)	89.1	90.0	↑
	Waiting times for minor adaptations	6.3	2.9	↑
				✓
Making a positive contribution	Continued modernisation of day services in consultation with users and relatives			✓
Increased choice and control	Prompt deliver of packages of care	76.8	85.3	↑
	Choice of services and providers			✓
	Direct payments & individual budgets	39.9	97.7	↑
	Detailed care plans for people who use regulated services	98.3	99.0	↑
Freedom from discrimination or harassment	Implementation of the final two race equality standards			Progressing
Economic well-being	Employment opportunities within the council for people with learning disabilities, with corporate support	58	67	↑
Maintaining dignity and respect	Scrutiny of practice and availability of training of independent sector staff on safeguarding issues for vulnerable adults	11	91	↑

Capacity to improve	Reduce levels of staff absenteeism	8.00	8.53	↓
	Modernisation of workshop and day services			Progressing
	Contract compliance for commissioned services			✓

Fig 2

4.0 The Assessment of key strengths

- 4.1 Work with local neighbourhood support schemes has been highlighted as a good example of effective preventative services which improve outcomes for older vulnerable people. This is complemented by the approach taken to preventative and early intervention strategies, including telecare and innovative efforts within Partnerships for Older People's Projects (POPPS) to support older people with mental health problems and their families, the Keeping House Programme and the range of social enterprises being locally developed.
- 4.2 In relation to improving the choice and control over services which vulnerable people have, the Commission noted the quality and range of information made available to the public about local services. The Inspectorate noted improvements in timeliness in responding to, and assessing people's needs, increased support to carers, and the increasing provision of extra care housing. The rapid improvements in the numbers of people receiving services through direct payments were also noted. The significant reduction in the number of people requiring admission to residential care was particularly commended.
- 4.3 In terms of their assessment of achievements in Leadership and Commissioning, the Inspectorate highlighted the rapid progress in performance noted over the last 18 months and the improving effectiveness of multi-agency partnership working. Our engagement with vulnerable people and their carers in the commissioning of services was also seen as a key strength.

5.0 Key areas for improvement

- 5.1 Once again, as with the key strengths reported to Members of the Executive Board in last year's report, the Inspectorate has also confirmed in its report the key areas where improvements can be made. All these areas were identified as service improvement priorities as part of the self evaluation stage of the assessment or have arisen following the findings of the Independence Wellbeing and Choice Inspection. They are therefore subject to rigorous improvement plans.
- 5.2 The arrangements for safeguarding adults were highlighted as a very high priority for improvement. The Commission Identified that risk situations had not always been identified in Leeds; the safeguarding skills of staff from all agencies were variable and that the adult care service and partners had not prioritised protection planning in relation to anticipated risks or the provision of contingency plans for people living in situations of ongoing vulnerability. They also found serious weaknesses in front line quality assurance systems.
- 5.3 The Authority has been asked to further improve the degree of identification of individual needs within the assessment process and to ensure that care plans have a greater focus upon helping individuals to live the lifestyle that they choose. The Commission consider that processes to ensure that front line assessment and care management are not consistently undertaken in accordance with best practice. The Commission also noted the degree of local investment in advocacy services for vulnerable people but considered that this resource could be more effectively deployed to ensure that individuals receive the most appropriate services for them.
- 5.4 The Commission have identified important areas for further improvement in business systems. These include the need to strengthen its strategic partnerships, especially with NHS Leeds to exploit opportunities for integration of process, systems and service delivery; the further development of workforce planning and further improvements in embedding performance management and quality assurance systems.

- 5.5 As a commissioner of social care services, the Authority is required to improve all regulated services to a CSCI rating of good or better in conjunction with improved contract compliance mechanisms for commissioned services. Leeds has continued to make good progress during 2007/08 and in most respects, both in terms of open placements and new placements made, Leeds residents are now more likely to be placed in good or excellent quality residential or nursing care than the national average. Further progress is required, particularly in relation to the development of more consistent approaches to re-emphasising standards of quality required from commissioned services alongside cost and value for money and to further improve the quality of commissioning plans.
- 5.6 In terms of Leadership, alongside re-emphasising the need to enhance leadership in relation to safeguarding, the Commission once again draw attention to the need for specific targets for achieving change within current care services to be set, managed and monitored alongside the adoption of an effective workforce plan designed to ensure delivery of these future requirements.

6.0 Overall Assessment and Judgement.

Areas for judgement	Grade awarded
Delivering Outcomes	Adequate
Improved health and emotional well-being	Good
Improved quality of life	Good
Making a positive contribution	Good
Increased choice and control	Adequate
Freedom from discrimination or harassment	Good
Economic well-being	Good
Maintaining personal dignity and respect	Poor
Capacity to Improve (Combined judgement)	Promising
Leadership	Uncertain
Commissioning and use of resources	Promising
Star Rating	1 Star

Fig 3

7.0 Legal & Resource Implications

- 7.1 The action plan for the delivery of areas for improvement is combined with the Independence, Wellbeing and Choice Inspection action plan. This plan identifies a number of areas for refocused investment in front line Adult Social Care services worth an estimated cost of £797K. Further detail in relation to the composition of this is provided in the associated report, presented today in relation to the Independence, Wellbeing and Choice Inspection.
- 7.2 The introduction of revised national standards with regard to safeguarding vulnerable adults have significantly raised the expectations placed upon all Adult Social Care Services. Leeds would not have the capacity to meet these requirements without making provision to ensure the availability of specialist safeguarding practitioners; effective training for officers and enhanced quality and performance management which meet local requirements and national standards.
- 7.3 The Inspectorate has once again highlighted the need to develop services which can respond to the individual circumstances and personal choices of vulnerable adults and their carers. Leeds currently has relatively low numbers of adults in receipt of services through a direct payment and is currently piloting the introduction of individual budgets. It has agreed targets with National Government for a step change in the proportion of vulnerable adults receiving services through these mechanisms.

- 7.4 Leeds' target for this development is for 35% of all service users receiving their services through Individual Budgets by March 2011. To achieve this target, Leeds performance would need to expand from 567 people at March 2008 to 5653 at March 2011. Clearly, this requires the release of significant cash budgets from service areas where demand is expected to reduce as a consequence of people utilising their direct payments or individual budget in different ways.
- 7.5 The personalisation of care services is clearly a critical determinant in judging the performance of adult social care services. Because of the nature of current service configuration in Leeds, a significant challenge is set in ensuring that our models of care and support are reconfigured to such an extent that they meet not only the performance expectations of the Inspectorate but, more significantly, that they meet the expectations of those people provided with the means to purchase them.
- 7.6 The Commission have identified that an expansion of the numbers of people receiving their services through individual budgets is necessary but not sufficient. Further investment in the authority's performance and quality assurance processes is required in order to establish adequate support for front line practice, which ensures the focus for service delivery remains responding effectively to individual need.
- 7.7 A more detailed report is presented to members of the Executive Board today setting out the action plan to address the recommendations of the Independence Welfare and Choice Inspection. This plan has been designed to also incorporate actions to address key areas for development arising from the Annual Review of Adult Social Care in Leeds.

8. Specific Implications for Ethnic Minorities & Disability Groups

- 8.1 There are no specific implications for Ethnic Minority or disability groups, the Inspectors having no recommendations for improvement in this area, although they do note the Authority's overall approach to attainment of level 4 of the Equality Standard and recommend that the current progress is maintained.

9.0 Conclusion

- 9.1 The overall judgement of Leeds Adult Social Care has fallen from 2 stars in 2006/7 to 1 star for 2007/08. The judgement reached by the Inspectors in relation to the performance of the Council provide a significant challenge to the authority to respond positively, particularly in respect of Adult Safeguarding and Personalisation. Improvements on the performance achieved in the previous two years have been noted. The outcome of the rating for Adult Social Services will have an automatic impact on the overall assessment of the performance of the Council and means that the Council will not be able to achieve more than three stars in the Corporate Performance Assessment.
- 9.2 The report concludes that promising prospects exist for improvement against this overall level of service performance, commissioning and leadership, this is in contrast to the prospects suggested in the more narrowly focussed Inspection report.
- 9.3 Plans are in place to ensure that all the areas identified for improvement are addressed in the coming year in a continuing effort to achieve excellence in social care outcomes for adults.

10.0 Recommendations

- 10.1 The Executive Board is asked to note the contents of this report and the attached Performance Review Report from the Commission for Social Care Inspection (CSCI) for adult social care services in 2007/08.
- 10.2 The Executive Board is invited to include the areas for improvement set out in the attached annual performance rating report for referral to the Adult Social Care Scrutiny Board alongside

the Inspection report and associated action plan for their oversight of performance against the targets set.

Background Documents referred to in this report

- CSCI Letter giving performance rating and judgement
- CSCI Performance Summary Report of 2007-08 Annual Performance Assessment of Social Care Services for Adults Services
- CSCI Performance Assessment Notebook