

Scrutiny Board (Adult Social Care)



*Councillor Judith Chapman
Chair of Scrutiny Board
(Adult Social Care)*

Membership of the Board:

Councillor Judith Chapman (Chair)
Councillor Stuart Andrew
Councillor Suzi Armitage
Councillor Debra Coupar
Councillor Penny Ewens
Councillor Ruth Feldman
Councillor Clive Fox
Councillor Ted Hanley
Councillor Arif Hussain
Councillor Thomas Murray
Councillor Alan Taylor
Councillor Eileen Taylor

Co-opted Members of the Board:

Joy Fisher – Alliance of Service Users and Carers
Sally Morgan – Equalities

The Chair's Summary

I am pleased to present the annual report of Scrutiny Board (Adult Social Care) for 2008/9.

This year, in addition to our large scale Adaptations inquiry, we have looked at several other areas such as Commissioning in Adult Social Care, Homecare provision in the City, the consultation and engagement employed during the most recent Income Review and Dignity in Care.

We have paid particular attention to performance management following the 2008 CSCI inspection and report. A working group was established to monitor the improvement of Adult Social Care services against the targets set out in their Independence Wellbeing and Choice Action Plan. In addition we have looked at two specific work areas with the aim to improving adult safeguarding arrangements within the City. These are Strengthening Strategic Partnerships and the Implementation of Quality Assurance Processes and Procedures.

An on going area of major change this year and for the foreseeable future is the transition towards personalised budgets, which will enable those who prefer to control their own funds the choice and flexibility to manage how they are supported and by whom. A further working group has been established to monitor and examine this ongoing process.

Finally, I would like to say thank you to all the members of the Board for completing our busy work programme with such enthusiasm and commitment.

Cllr Judith Chapman, Chair of Scrutiny Board (Health and Adult Social Care)

Inquiry into the Adaptations

We identified Adaptations as a potential area for a more detailed scrutiny inquiry in June 2008. We were advised that a previous scrutiny inquiry on adaptations had been undertaken a number of years ago and a report was published in October 2002. We acknowledge that progress had been made since the previous inquiry in 2002 however we were keen to identify if the Council was providing good customer service when assessing and delivering adaptations.

We also wanted to explore whether value for money was being achieved, and determine if the wellbeing of the individual was a general consideration when providing adaptations and that equality across all housing tenures was being achieved.

We considered the best approach to this inquiry was to establish a working group who would have the capacity to undertake the inquiry in greater detail.



The purpose of the inquiry was to make an assessment of the overall adaptations process for disabled adults to both public and private sector dwellings (cross-tenure) and, where appropriate, make recommendations on the following areas:

- The overall time to complete the adaptations process from the initial point of contact with the Council to practical completion of the adaptation, with particular reference to high risk cases and families with complex needs.
- Specific and identifiable stages within the overall adaptations process.
- The determination of risk within the adaptations process and how low level needs are addressed.
- Delivery of consistently high levels of customer service throughout the process, including the availability of customer advice/ guidance and the collection/ use of customer feedback.
- Current safeguards in place to ensure the Council receives 'value for money' in the delivery of adaptations, including the re-use of aids and equipment.

The presentation of evidence has now concluded and it is intended that the Board will present its recommendations at the beginning of the next municipal year. It is recommended that the forthcoming Adult Social Care Scrutiny Board continue to monitor the implementation of these recommendations throughout 2009/10 and beyond.

Dignity in Care

In June 2008, we identified 'Dignity in Care' as the subject of a potential scrutiny inquiry and an area that we wanted to examine in more detail. We requested a report that outlined Leeds' approach to help ensure the preservation of individuals' dignity across various care settings. In addition we were keen to learn about how the Council had used the £1,040,000 Capital Grant money awarded by the government during 2007/08 to support the work in Leeds.

We were advised that overall, the process for deciding how the grant was to be allocated was not prescribed by the Government – although some allocation criteria was laid down. This included:

- Improvements should directly benefit residents – improvements of areas that are exclusively used by staff would therefore be inappropriate.
- Improvements should not be of such magnitude as to prompt a demand for increased fees.
- Care home providers should be given a degree of discretion and flexibility in making the intended improvements. However, they should maintain a clear audit trail of their decision-making processes, which can be made available if requested.
- The grants are not intended to enable large-scale or expensive redevelopments which benefit only a small number of care homes.
- The grant should not unreasonably favour homes owned by the Authority itself.

As part of the grant allocation process, we heard that dignity and quality of care were adopted as the basis for all the decisions about the distribution of the grant. All care homes were informed that grant funding should support improvements that would make the greatest difference to the quality of life of residents.

We were advised that, for a variety of reasons, the bids from 23 organisations were unsuccessful. The main reasons for bids being unsuccessful were that the intended improvements did not meet the locally agreed criteria and there was no evidence of consultation with residents.



We consider that the approach and commitment employed to improving the dignity and respect experienced by citizens has resulted in proven successful outcomes. We consider the organisation and practices employed for the Dignity in Care Campaign to be an example of good practice for other major projects and initiatives. We do recommend however that the forthcoming Adult Social Care Scrutiny Board commissions a report in the next municipal year to identify where grant allocation has not yet been provided to the various successful organisations.

Personalisation

8 October 2008 saw the Executive Board receive an update on the work undertaken in Leeds to prepare for the personalisation agenda, since the publication of the concordat "Putting People First" in December 2007. The Executive Board subsequently requested that the Adult Social Care Scrutiny Board monitor the progress of the personalisation agenda. For the purpose of this inquiry we decided to establish a working group to ensure sufficient attention was paid to what is anticipated to be major development in policy and working practice over the next three years.



Since December 2008 we have received regular monthly presentations on the Independence Wellbeing and Choice Action Plan which incorporates the personalisation objectives and targets to be achieved by the Adult Social Services Department.

The Personalising Working Group has been advised of the vision to transform the whole of Adult Social Care into a system of self-directed support. This will enable eligible people needing social care and associated services to design, choose and control that support. It is our intention to monitor these objectives and ensure that individuals are given choice and control over the delivery of their care package.

We have been informed of the Early Implementer project and its purpose to pilot the use of the Self Directed Support (SDS) model by transferring those service users who wish to take part. This will test new processes and procedures developed by the project team, including the new system in operation for allocating financial resources.

Due to the scale and importance of the policy and operational development in the area of Personalisation we recommend that this inquiry continues during the next municipal year and that a Personalisation Working Group is re-established to scrutinise the remaining criteria defined in the terms of reference, these being:

- The Common Assessment Framework, Single Assessment Questionnaire, and associated areas,
- The Process of assessment and review
- Partnership working - so people 'only need to tell their story once'.
- Provision of urgent social care support, particularly outside normal working hours.
- Advocacy Services

Income Review for Care Services

On 23 July 2008 we were advised about the detailed consultation plan for the Income Review. The consultation process ended on 31st October and the broad outcome of that process was presented to us at our meeting on 24 November 2008.

We were advised that a charging regime had been in place since the establishment of the Social Services Department in the 1970s. We also heard about the current serious funding pressures in Adult Social Services – both nationally and locally. The national average for generating income through charges for non-residential community care services was around 13%, currently Leeds generates around 6%.

We sought assurance that the consultation had adequately included the wider population of Leeds and not solely current service users. We were advised that in addition to direct user consultation a Citizens Panel had formed part of the consultation process. 11,250 consultation survey forms were distributed, 10 media adverts and press releases were issued and 20 consultation events and briefings were held.



We were also keen to determine at our April meeting the integrity of the consultation process and identify if any lessons had been learnt. We were advised that there was a level of confusion with the form used. Some of the individuals who received them commented that it was complicated and not simple enough. Others thought the form did not apply to them so did not complete it. We are reassured by the plan to use panels as reading groups, to look at future consultation and policy document examples intended to go into the service user and public domain. They will provide guidance on they style and content used to suit the needs of the recipient. We were also advised that face to face consultation would have resulted in a greater level of feedback. This should be a consideration when undertaking future consultation with sufficient time allocated to carry out this consultation method. We were pleased to note that the voluntary, community and faith sectors have stipulated their willingness to assist in the future.

In order to assess the actual impact of the income review on service users and assess the response generated by increased charges we recommend that a report is brought before the Adult Social Care Scrutiny Board in the next municipal year providing a full evaluation.

Safeguarding, Independence Wellbeing and Choice.



Leeds Safeguarding Adults Partnership

On 3 December 2008 the Executive Board received the Independence, Wellbeing and Choice inspection report from the Commission for Social Care Inspection (CSCI).

As a result the Executive Board asked that the matter be referred to Adult Social Care Scrutiny Board for us to monitor performance against the agreed targets, aimed at improving the quality and consistency of services currently provided.

In order to be rigorous in our inquires we agreed that it was necessary for our colleagues on the Health Scrutiny Board to be integrated and involved in the overview of performance against the action plan. We also agreed that more rigorous investigation was required in the areas of safeguarding.

We decided that the Proposals Working Group would meet on a monthly basis to monitor overall progress of Adult Social Services performance against the objectives set out in the action plan and report the views directly to the Scrutiny Board. In addition we have undertaken two areas of specific safeguarding inquiries looking specifically at strengthening strategic partnerships and the implementation of quality assurance processes and procedures.

We have heard that progress has been made in the formulation of the Leeds Safeguarding Adult Partnerships Board and its sub groups. Partnership organisations have nominated representatives for the Safeguarding Board. The first meeting of the revised Safeguarding Board took place on 18 February 2009.

We have been assured that ten additional senior practitioners are being recruited to reinforce front line service delivery and ensure quality checks are in place. To support this we have been advised of the significant amount of safeguarding training to be delivered to staff and the voluntary sector.

Dr Margaret Flynn, Principal Research Fellow at Sheffield Hallam University and Chair of Lancashire County Council's Safeguarding Board kindly agreed to answer our questions regarding the safeguarding case file audit conducted by her team in November 2008. She highlighted the concerns raised in her report and encouragingly explained to us that the potential for improvement within Adult Social Care is promising.

We recognise the endeavours that have been made to significantly improve the service provided by Adult Social Services since the CSCI inspection and recommend that performance monitoring continues throughout the next municipal year until the time of the next inspection. We also recommend that the requirement for further monitoring be evaluated following the next inspection.

The Board's full work programme 2008-9

Review of Existing Policy

- **Inquiry into Adaptations**

Development of New Policy

- **Income Generation for Community Care Services**
- **Personalised Support for Adults**
- **Health and Wellbeing Plan**

Performance Management and Monitoring

- **Commissioning in Adult Social Care**
- **Performance Management - Quarterly Reports**
- **Homecare provision**
- **Adult Social Services- Annual Review Report (2007/08)**
- **Independence, Well-being and Choice Inspection Report**
- **Safeguarding – Strengthening Strategic Partnerships and Implementation of Quality Assurance Processes and Procedures**
- **Income Review - Consultation and Engagement Review**

Briefings

- **Dignity in Care**
- **Income Generation for Community Care Services**
- **Update on Leeds Local Involvement Network (LINK)**
- **Joint Strategic Needs Assessment (JSNA)**
- **The Mental Capacity Act**
- **Sustainable Communities Act**