



Report of the Director of Adult Social Services

Executive Board

Date: 22 June 2010

Subject: DEPUTATION TO COUNCIL – THE ACCESS COMMITTEE FOR LEEDS REGARDING “ADULT SOCIAL CARE- THE REAL DEAL”

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)

EXECUTIVE SUMMARY

On Wednesday the 21st April a Deputation was brought to Council by the Access Committee for Leeds regarding “Adult Social Care –The Real Deal.” The Deputation requested the Council take urgent action to resolve the issues expressed in the Deputation’s report and consider what can be done to develop the capacity of the grass roots networks that made the difference in the case histories described within the Deputation report. This report provides information on the level eligibility criteria is set in Leeds, how needs are assessed ,how the rising trend in numbers of referrals is being managed and how signposted services are being developed in line with key Government policy drivers regarding the requirement to transform Adult Social Care. Lastly, how the case histories provided in the Deputation provide a timely opportunity to review our professional practice and review some key guidance to staff.

1. PURPOSE OF THIS REPORT

1.1 Council resolved that the matters raised within the Deputation report should be considered by the Executive Board. Appendix 1 is the speech to Council provided by the Leeds Access Committee. This report will provide the Executive Board with information on the Adult Social Care issues referred to in the Deputation report, how referrals for social care services are completed, what the outcomes of those referrals are and what happens to those people who are deemed ineligible for service under the

Leeds criteria set by Council. The significant linkages to national government policy in relation to the transformation of Adult Social care are highlighted particularly how the challenges of those national policy drivers are being met in Leeds.

2. **BACKGROUND INFORMATION**

2.1 On the 21st of April Leeds Access Committee led a Deputation to Council raising concerns about how, in three cases, following an assessment, it was decided these individuals fell outside the criteria with no eligible needs. The Deputation felt this could have had serious implications for “leaving people isolated and lost in a confusing process” when they are signposted to other services (see Appendix 1 for full text).

2.2 Following the Deputation contact has been made with the Access Committee to see if any of the individuals referred to in the report could be contacted and their circumstances looked at again to see if there was a problem with the original assessment. Unfortunately the Access Committee are not able to identify those individuals so it is not possible to clarify how the Council responded to these particular individuals. However there has been a meeting with the speaker to the Deputation report to better understand the more general concerns about Adult Social Care services and this report will try and extract the general rather than specific concerns raised and provide the Executive Board with a response within these constraints.

3 **MAIN ISSUES**

3.1 The case histories provided within the Deputation report, help illustrate the strategic links to national policy driving transformational service changes in Adult Social Care. Examples are provided of how Leeds is responding to these changes in terms of investment and service redesign. This report describes the Putting People First agenda and how signposting works. The report goes on to show the help and support available to people in these circumstances, what services are available to people when they are signposted, and assurances that these services are safe and reliable and finally how eligibility is determined in Leeds.

4. **PUTTING PEOPLE FIRST**

4.1 This work forms part of Leeds City Council’s commitment to Putting People First (see diagram below) and its four key principles of early intervention and prevention, which in terms of our overall investment in prevention is now over £13M. Empowering people through choice and control, universal services and developing social capital (through cleaning companies putting people in touch with support services, local businesses in the community working alongside Neighbourhood Networks by providing a variety of support such as acting as advisors to management committees and volunteering staff time, to volunteers helping to tackle social isolation).



4.2 The Government's Putting People First agenda is a ten year plan that requires the transformation of the whole of Adult Social Care, in line with the four key priorities

- Early Intervention and Prevention – how we identify and focus proven strategies on people who can be supported more effectively and efficiently, by a range of council services, either as a preventative measure or earlier in their illness or disability.
- Universal Services - developing access to high quality information, guidance and support for all residents of Leeds at first point of contact.
- Social Capital - developing ways of supporting communities to have more control and say over how their services are provided
- Choice and Control – how this agenda will impact on other council services and the NHS and how we will work in partnership to share the learning and redesign the services we provide

4.3 In terms of Choice and Control the targets Government are setting over the next 2 years include the requirement that Councils and NHS have commissioning strategies that address the future needs of their local population and have been subject to development with all stakeholders especially service users and carers; providers and third sector organisations in their areas.

4.4 Councils will need to ensure the development of a diverse and high quality market in care and support services to offer real choice and control to service users and their carers and the information provided in appendix 2 provides how this is being developed in Leeds with an improved range of services, being offered to all residents irrespective of whether they are eligible for support or public funding.

4.5 Commissioning strategies will be required based on the local Joint Strategic Needs Assessment (JSNA) and in partnership with other local commissioners, providers and consumers of services that incentivise the development of diverse and high quality services outside of traditional social care provision, that balance investment in prevention, early intervention/reablement with provision of care and support for those with high-level complex needs.

4.6 User-led initiatives will need to be developed with a much wider range and scale of services to address local needs that should emerge, in a market that will be increasingly populated by individual purchasers and self funders and evidence will be required that as a result of these strategies there has been an increase in the range of service choice provided.

4.7 Councils will need to have clear plans regarding the required balance of investment to deliver the transformation agenda. and that stakeholders are clear on the impact that purchasing by individuals, both publicly (personal budgets) and privately funded, will have on the procurement processes of Councils and the NHS in such a way that will guarantee the right kind of supply of services to meet local care and support needs.

5. **SIGNPOSTING**

5.1 **Signposting, Early Intervention and Prevention**

- 5.1.1 Two of the ways outcomes of an assessment are recorded and referred to above are “signposted/referred elsewhere and “signposted information and advice” given. This was alluded to in the Deputation’s report and which specifically referenced the Neighbourhood Networks, the development of community capacity and the need for confidence in the reliability and safety of these alternatives.
- 5.1.2 An example of a signposted service pioneered in Leeds is the Keeping House Directory which was first introduced in 2005 to help assist people looking for domestic services and gardening outside of Fair Access to Care Services (FACS) eligibility. When circulated it was accompanied with information on the Neighbourhood Networks covering the specific area the enquiry came from, along with contact information for the Welfare Rights Unit.
- 5.1.3 If during an enquiry a person presented with needs that appeared to be at a lower level that would be eligible for services from Adult Social care they would be referred on (signposted) for further consideration. Care & Repair Leeds now manage this work.
- 5.1.4 Care & Repair have worked further at improving ease of access and encouraging customer feedback. The Directory, originally circulated for professionals, is now designed for anyone to work to find appropriate support. The lists distributed to clients are focussed on the specific geographic area and particular service they have enquired about, reducing the risk of overburdening someone with information. Feedback is encouraged online or by telephone to help rate the providers in the Directory. Additionally, Care & Repair contact 10% of the people who have received the Directory for customer satisfaction feedback and operate in a similar way to the kind of customer feedback you might find on Ebay and other similar operations.
- 5.1.5 The service providers in the Directory are required to sign up to the Keeping House Code of Good Practice and the Keeping House Values to help ensure people receive more than just a signposted service. One of those values is that a service be Person Centred.
- 5.1.6 Pop-ins and Angels Housekeeping are examples of two organisations in the Directory that are known to not only provide a domestic service, but also help their customers access other support services and appropriate benefits. Appendix 2 contains information and statistics from Care and Repair on the current performance of the Keeping House Directory and its developments in customer support and satisfaction.
- 5.1.7 The range of support and services for people outside of FACS eligibility also includes advocacy, Age Concern’s information service and the Neighbourhood Networks. Advocacy in Leeds is available from a range of agencies, all covered by the Advocacy Network, including Age Concern and the Neighbourhood Networks. The Care Ring 24 hour emergency telephone support service is also available for people over 60 outside of FACS eligibility, as well as adults under 60 who meet the qualifying criteria.

5.2 Neighbourhood Networks

- 5.2.1 Neighbourhood Networks were specifically referred to in the Deputation report. They consists of 38 organisations covering all areas of Leeds and our investment in the Networks will rise to £1.7M (with an additional £300K from NHS Leeds), taking the gross value to £2.0M. The services and support they provide are there for all people over the age of 60 living within Leeds’ boundaries, including schemes specifically developed to meet the needs of members of Black and Ethnic Minority communities.

The support itself includes advice and information, help around the home, healthy living, leisure and recreation and general support such as form filling.

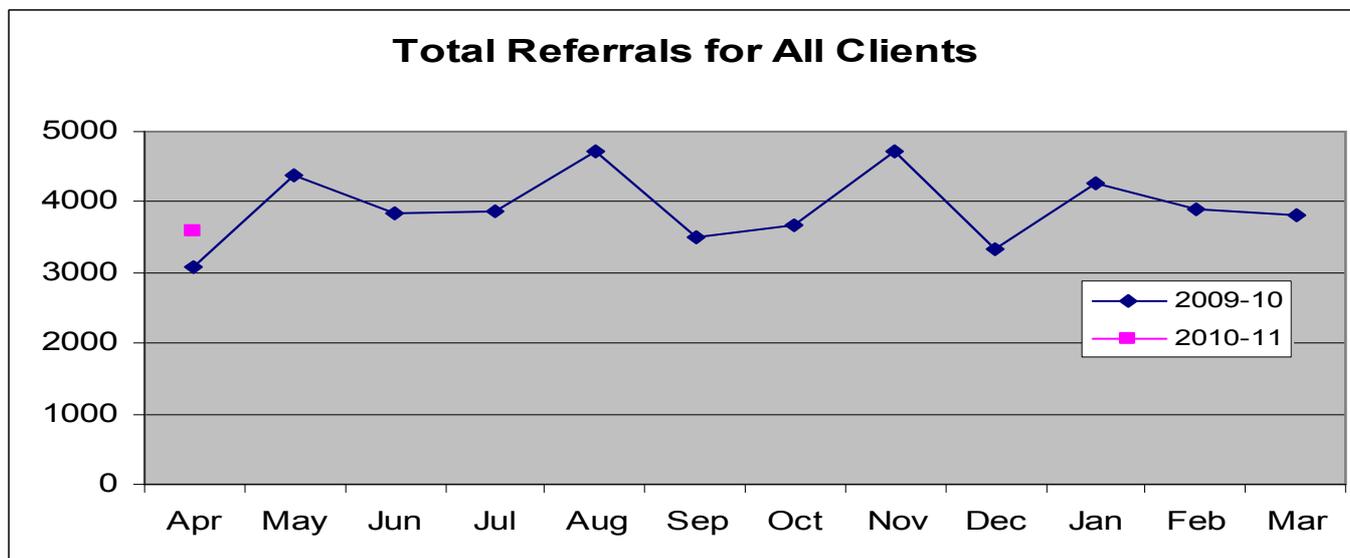
- 5.2.2 The Neighbourhood Networks are not only an invaluable service to signpost to; they provide a wide range of supported signposting services, assisting people in finding the support they need. In the first and second quarters of 2009-10 they helped over 3,000 older people access support with housing benefits, utility enquiries, welfare rights claims, social activities, home security and gardening. Appendix 2 gives a clearer picture of the services provided by the Networks in Quarter Three of 2009-10.

6. ELIGIBILITY

- 6.1 Eligibility for Services in Leeds is determined by Fair Access to Care Services (FACS) a national framework developed by the government to help decide who should receive adult community care services from Social Services departments as they were known at the time.
- 6.2 All Adult Social Care Services have to use the same Fair Access to Care Services eligibility criteria. This was designed to make sure that public money is spent fairly and tackle what was seen as the postcode lottery for services when similar needs were being presented.
- 6.3 Within this national framework are eligibility criteria which are the conditions you have to meet to get help from Councils. These criteria are divided into four categories. In summary these are **Critical:** The risk of major harm/danger to a person or major risks to independence. **Substantial:** The risk of significant impairment to the health and well being of a person or significant risk to independence. **Moderate:** The risk of some impairment to the health and well being of a person or some risk to independence. **Low:** Promoting a person's quality of life or low risk to independence.
- 6.4 In common with all other Local Authorities, Leeds City Council has to ensure that everyone has fair access to social care services. Local Authorities are required to focus its available social care resources on those people with the greatest need and to this end Leeds City Council has decided it will provide personal social care services to those people with critical and substantial needs supported by investment in direct access services described in Section 5.1.
- 6.5 An assessment is the method by which we identify a person's needs and risks including; how one thing affects another, the individual's views and attitudes towards these risks, and how likely things are to get better or worse in the near or foreseeable future. This will inform decision making about eligibility, the risks to independence and the risk of harm or danger.
- 6.6 Decisions about who should receive social care services are then based on an assessment of those risks to both immediate and long term independence. In Leeds people's needs are always assessed before arranging and agreeing to fund services. This is to ensure equity and fairness. Eligibility criteria help staff reach these decisions.
- 6.7 Referrals, assessments and outcomes**
- 6.7.1 In this section some analysis will be provided on the work that comes into the Adult Social Care Service in Leeds, how this is managed, what are the outcomes of those assessments and how people whose needs are deemed ineligible and signposted/referred elsewhere for support, are dealt with.

6.8 Referrals

- 6.8.1 Total referrals for the last 12 months described below indicate a consistent rising trend on a week by week basis. The fluctuation on the monthly recordings below is partly explained by some months being 4-week months and some 5-week months.



- 6.8.2 The most significant change this year in the weekly breakdown of referrals by source shows is that Secondary Health made an increased number of referrals from April 2009 from between 250 and 300 per week (33.6%) to between 350 and 400 per week (around 40.0%), and has maintained the high numbers ever since, dipping only at seasonal holiday times within the year. As we move forward into a new financial year it remains by far the largest proportion of all referral sources, at 39.1%.
- 6.8.3 Between April 2009 and April 2010 the number of new referrals recorded has risen by around 10%, with 2,248 new referrals received in April 2010 compared to 1,998 in April 2009. This confirms a rising trend in demand for social care services and in particular for those people who are cared for within secondary care and are seeking social care support and funding to return home or to move to a care placement of some kind

6.9 Assessments

- 6.9.1 Of the 7591 assessments recorded between April 2009-March 2010 around 70% were deemed to have eligible needs (i.e. were offered a service of some kind). Consequently a significant majority of people who have had an assessment were provided with a service with 19% or 1438 signposted/referred elsewhere.

7. CONCLUSIONS

- 7.1 The Deputation has raised a number of concerns about how we ensure people are safe when they are in need of services, but fall outside of the criteria for eligible service in Leeds. Additionally how Local Authorities, challenged by the national Putting People First transformation agenda and in determining how to meet the needs of their local residents, will increasingly look to combining the resources of both the Council as a whole and partner organisations like the NHS to provide better more rounded outcomes for Leeds residents and provide best value services.

- 7.2 Unfortunately, it was not possible to follow up the three particular case examples cited in the Deputations report as their names could not be provided however a meeting was held with the author of the Deputation report and it was possible to identify in general terms those concerns and formulate a response by describing how services are assessed in Leeds and an appropriate service response is available.
- 7.3 In the Deputation's report reference is made to the Neighbourhood Networks who provided appropriate support for two of the people referred to in the Deputation's report and this served to confirm what an important contribution to the Early Intervention and Prevention strategy these organisations play in supporting the provision of Adult Social Care provision in Leeds.
- 7.4 The third person referred to in the report unfortunately does not appear to have been able to access the kinds of support provided as a universal service for Leeds residents. There is, built into the assessment process, a complaints and representations procedure that individuals can use should they be unhappy with outcome of the assessment. It is difficult to know what happened in this case but this example confirms our need to ensure service users are made aware of this right to make representations and are offered support to do so if necessary.
- 7.5 The Deputation report has highlighted the need to pay particular attention to those individuals who may be coping but who need signposted services to continue to do so. When people do not appear to have a natural circle of support from family or friends to help them access that support then whether through the use of the extensive advocacy services in Leeds or with the Neighbourhood Networks, who are well placed to support people in accessing services ways need to be found to help people find that support.
- 7.6 The deputation report highlighted the need for Council to utilise all its resources, directly provided or commissioned, to effect a positive outcome for all residents but particularly its older and more vulnerable population. Demographic data confirms, many people continue to live independently healthy lives without social care support but many also clearly benefit from and are supported by the services funded by social care investments in Early Intervention and Prevention services.

8. RECOMMENDATIONS

- 8.1 The Executive Board notes the concerns raised by the Deputation and thanks members of the Leeds Access Committee for bringing this to the attention of the Council.
- 8.2 The Executive Board are asked to note Adult Social Care's approach in tackling these issues, all of which forms part of Leeds City Council's commitment to Putting People First and its four key principles of early intervention and prevention, empowering people through choice and control, universal services and developing social capital.
- 8.3 The Executive Board note Adult Social Care's commitment to develop good practice by issuing additional professional guidance notes to all staff when conducting assessments for vulnerable adults, particularly where support is required to access signposted services.
- 8.4 The Executive Board note Adult Social Care's commitment to develop good practice by taking steps to ensure all service users are aware of their right to make representations regarding the outcome of their assessment.

Background documents used in the report:

Deputation to Council

Statistics & Feedback up to 1st April 2010 from Keeping House Directory and Care and Repair

Putting People First –Department of Health Publication