

Report of Director of Adults and Health

Report to Executive Board

Date: 21st June 2017

Subject: Adult Social Care Use of Resources Peer Challenge September 2016

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The Local Authority has been the subject of a Local Government Association (LGA) Peer Challenge Review of its 'Use of Resources' by the Adult Social Care Directorate. The Challenge Review is a constructive, collaborative and supportive process which has the central aim of helping councils to improve. It is not an inspection, nor does it award any form of rating category. The review was undertaken at the request of the Director of Adult Social Services (DASS). The findings of a peer challenge provide a marker of progress on the council's improvement journey.
2. The demand and demographic challenges faced by Adult Social Care, coupled with the reductions in Council funding from the Government's austerity programme, represent a significant risk to the Council's overall financial stability. Adult Social Care spending as a proportion of the Council's overall spending has increased significantly since 2010 and now represents 42% of the Council's total net spending. A failure by Adult Social Care to 'spend its money wisely' in meeting the increased demands for Social Care could therefore have a significant impact upon the whole Council. The Peer Review therefore provides assurance to the whole Council that the Adult Social Care Directorate is making the best use of its resources and thereby minimising the above risk.
3. The peer review concluded that Leeds City Council Adult Social Care Directorate was focussing on appropriate areas for improvement. It described the Directorate as

"a self-aware organisation driven by data with clear transformational plans in place, supported by a strong corporate and member ethos and structure".

4. The report of the Peer Challenge Review is attached as an appendix to this paper

Recommendations

5. The Executive Board is asked to note the contents of this report

1.0 Purpose of this report

- 1.1 To share the results from the recent LGA peer challenge of the Adult Social Care Directorate's use of resources and to outline actions being taken as a consequence of the review.

2.0 Background information

- 2.1 The LGA Peer Challenge process was established following the central government removal of national targets and assessments for local government adult social care. It aims to help local government to help itself to respond to the changing agenda for adult social care. Undertaken from the viewpoint of a 'critical friend', a peer challenge enables a team of people who understand the pressures of running a local authority to review the council's practices in a challenging but supportive way. It:

- includes an assessment of current achievements
- provides recommendations of how further improvements can be made.

- 2.2 It is a constructive, collaborative and supportive process with the central aim of helping councils improve. It is not an inspection, nor does it award any form of rating category. The findings of a peer challenge provide a marker of progress on the council's improvement journey.
- 2.3 The demand and demographic challenges faced by Adult Social Care, coupled with the reductions in Council funding from the Government's austerity programme, represent a significant risk to the Council's overall financial stability. Adult Social Care spending as a proportion of the Council's overall spending has increased significantly since 2010 and now represents 42% of the Council's total net spending. A failure by the directorate to 'spend its money wisely' in meeting the increased demands for social care could therefore have a significant impact upon the whole Council. Undertaking this Peer Review therefore helps to provide assurance to the whole Council that the Adult Social Care Directorate is making the best use of its resources and thereby minimising the above risk.

3.0 Main issues

- 3.1 In the spring of 2016 Leeds City Council invited the Local Government Association to supply a peer review team to provide an external check on the effectiveness and efficiency of the use of resources by Leeds City Council's Adult Social Care Directorate.
- 3.2 The team was on-site between 27th and 30th September 2016. The programme for the on-site phase included activities designed to enable members of the team to meet and talk with a range of internal and external stakeholders. These activities included:
 - Interviews and discussions with councillors, officers and partners
 - Focus groups with managers, practitioners, frontline staff and people using services and carers

- Reviewing documents provided by the Council, including a self-assessment of progress, strengths and areas for improvement

3.3. The challenge team individually tailored the review to meet the needs and priorities of Leeds. The specific scope of the work was to comment on the council's current and planned use of resources for adults with care and support needs and to comment on the following:

1. Is Leeds City Council Adult Social Care Directorate focussing on the right areas for improvement?
2. Are the budget plans accurate and cogent?
3. Are there other areas and issues that should also be considered?

3.4. The Peer Review Team identified that the Adult Social Care Directorate was able to demonstrate a number of areas of strength, amongst which are the following:

- In the view of the peer challenge team there is clear political leadership from the Leader of the Council, Councillor Judith Blake with the Chief Executive Tom Riordan. Adult Social Care is seen as a priority for the Council evidenced by the Council strapline of "Strong economy, Compassionate city". This is guided by the Executive Member for Health and Wellbeing and Adult Social Care. There is visible leadership of the Directorate from the Director of Adult Social Services who was described as leading a strong team both in terms of their strategic thinking and in their grasp of the operational detail.
- The Directorate's engagement strategy was found to be clear and recognised within Leeds City Council and externally by partners. There is evidence of a good integrated neighbourhood model of care emerging. The Council's plans for further integrated commissioning were viewed as positive.
- The Peer Challenge Team recognised that the council had commissioned a range of effective demand management services, often provided by the voluntary sector, which seemed to have reduced the number of older people entering the social care system.
- The direction of travel in driving greater efficiencies and improved processes were deemed to be appropriate
- The peer review team found extensive evidence of strong partnership working, including good engagement with service providers. This was seen to be effective in generating support around prevention and demand management. In house providers were generally thought to be managing well despite market uncertainty. The recent process for commissioning Domiciliary Care was considered to be very well run with a strong co-designed approach to commissioning, contracting and QA.
- Leeds voluntary and community sector is identified as representing a key strength in prevention activity within the city. The city's breakthrough projects were acknowledged as successfully building community capacity for supporting people with care and support needs and for preventing social isolation.
- They noted that there had been good progress on developing information and advice services e.g. Leeds Directory, consortia approach etc.
- The Directorate was identified as being 'data rich' and that this was found to be driving and creating self-awareness of the challenges that it faces. They

considered that the directorate's links with Leeds University on data analysis were positive and acknowledged that the Directorate had a good market analysis and a solid Joint Strategic Needs Assessment which it was using to drive the care and support agenda.

- The peer review team found evidence of effective city wide workforce and Organisational Development activity, and noted that the Directorate had a clear plan around re-skilling/re-deploying staff as a part of the service redesign process
- The Peer Review Team noted evidence of emerging and innovative good practice from in-house provider managers who deliver a high quality of service. In particular it noted the reablement service; ASPIRE; Neighbourhood Networks, Dementia Support team and the Assisted Living Service as being highly valued.

3.5 The following areas were identified for further consideration

- The peer review team thought that the Directorate should consider developing a more robust narrative for the direction of travel for Adult Social Care for all to share
- The peer review team identified that significant work needed to continue around social worker practice and integration with Health. It thought that the Directorate should increase the pace of change particularly with health partners
- They advised that system decisions made with partners needed be followed through and thought that establishing clear lines of accountability and governance would help.
- It suggested that the Directorate should further develop existing relationships and contact between social workers & social care commissioners
- It advised that the council should proactively address market gaps to create accommodation for those with complex Dementia Care and Physical Disability
- The Directorate was advised to develop a joint strategic approach to demand management and collaborative commissioning across the health and social care system. It should consider health and social care commissioners jointly funding 3rd sector activity and developing a joined up vision for additional intermediate care beds.
- It advised that the council should consider the introduction of Telehealth and review charges for Telecare to generate further income; increase Extra Care capacity within Leeds and further stimulate the market in the areas of:
 - residential and nursing homes delivering high dependency Dementia care
 - and community based solutions for working age adults with physical disabilities and for those with mental health concerns
- It advised that the directorate should seek to increase the number of Direct Payments and actively consider Individual Service Funds as an alternative commissioning option

3.6 The report has a number of key messages for the Directorate

- Continue to act on your analysis to solve blockages in the health and social care system: In particular it must act to reduce backlogs in assessments, reablement services, adaptations, extra care housing, delayed hospital discharges, and reviews.
- Continue to modernise social work practice at pace with a particular focus on person centred planning and services for people with learning disabilities
- Pursue opportunities for collective demand management across the system at the point of first contact
- Use the rich data source to evidence the impact of activity
- Ensure the Strength Based Approach Pilot delivers improved outcomes and efficiencies
- Review high cost packages of care for people of a working age with a physical impairment
- Consider developing a medium term financial strategy for adult social care

3.7 The directorate is taking a number of actions in the light of these, including:

- Revising and communicating the Leeds Better Lives Strategy
- Increasing health and social care joint commissioning of third sector activity
- Implementing strengths based approaches to social work
- Reducing the number of working age adults in residential care by developing community housing & support alternatives including Extra Care Housing options.
- Stimulating the local social care market to provide specialist nursing care
- Working with health partners to re-model the local delivery of specialist Dementia Care beds
- Reviewing the current model of mental health care and support for working age learning disabled people
- Establishing a Medium Term Financial Strategy for adult social care
- Reviewing the Leeds Direct Payments System

These plans are being implemented either within normal business systems or within specific workstreams

3.8 The peer review concluded that Leeds City Council Adult Social Care Directorate was focussing on the right areas for improvement. It described the Directorate as

“A self-aware organisation driven by data with clear transformational plans in place, supported by a strong corporate and member ethos and structure”.

3.9 The report of the Peer Challenge was received by the council on 15th November and is attached to this report as appendix 1. It was presented to an invited group of Council Members, officers and partners, including all of those who took part in the review, at an event at the Civic Hall on 28th November, introduced by Cllr Charlwood.

4.0 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The programme for the peer review included activities designed to enable members of the team to meet and talk to a range of internal and external stakeholders. These activities included:

- interviews and discussions with councillors, officers and partners
- focus groups with managers, practitioners, frontline staff and people using services and carers
- reading documents provided by the Council, including a self-assessment of progress, strengths and areas for improvement

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 The Adult Social Care Directorate seeks to ensure that services are provided on the basis of identified need only and no other criteria is taken into account. Routes to access these services are expected to be fair and equitable and that social care support meets those needs in a manner that is appropriate to individual culture and ethnic requirements.

4.2.2 Adult Social Care assures that it meets these requirements through the Equality Impact process, ensuring that all changes and developments within the Directorate's remit are appropriately and proportionately assessed. Such assessment seeks to identify whether barriers to the service for any specific equality group exist or may be created by changes to policy or services and where appropriate identifies what can be done to mitigate or remove those barriers prior to the decision making process. Such assessments are freely available on the Internet for any member of the public to access.

4.2.3 The Equality Impact Assessment screening tool indicates that the report arising from the Adult Social Care 'Use of Resources Peer Challenge' is unlikely to have a differential impact for the different equality characteristics. There are no likely public concerns caused by the production of the document. As it reports issues and information that are already in the public domain, it will not create any differential impact upon how our services, commissioning or procurement activities are organised, provided, and located. It will not create any differential impact upon workforce or employment practices.

4.2.4 The Equality Impact Assessment Screening Tool for the Use of Resources Peer Challenge 2016 is published on the Leeds City Council website and is attached as an appendix to this report.

4.3 Council Policies and Best Council Plan.

4.3.1 The 'Adult Social Care Use of Resources Peer Challenge' report refers to plans which are included within the Leeds Health and Wellbeing Strategy and to the priorities for Adult Social Care described within the Best Council Plan.

4.4 Resources and value for money

4.4.1 The LGA Use of Resources Peer Review concludes that Leeds City Council Adult Social Care Directorate has robust and rigorous processes for corporate governance of budget planning and monitoring processes and that this enables senior managers in adult social care to better understand financial performance of activity and where savings have been achieved and indications of future progress.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no legal implications arising from this report.

4.5.2 The report is subject to call in.

4.6 Risk Management

4.6.1 Council support for people with care and support needs in Leeds is facing a number of financial and demographic challenges. It is vital for people with care and support needs, for Leeds citizens and for the reputation and budget of the Leeds City Council that we make the very best use of the money that is available.

5.0 Conclusions

5.1. The Local Authority has been the subject of a Local Government Association Peer Challenge Review of the use of resources by the Leeds City Council Adult Social Care Directorate. The peer review concluded that Leeds City Council Adult Social Care is a self-aware organisation driven by data with clear transformational plans in place, supported by a strong corporate and member ethos and structure.

5.2 It described the Directorate's budget plans accurate and cogent although it noted that there remain concerns around growth and future NHS funding. It identified that key areas of service transformation *need* to be progressed further and faster and will require resource and better join up of plans across the system

5.3 The Directorate is incorporating the suggestions of the review team within its existing planning and governance processes

5.4 The Local Authority will continue to face new challenges over the coming years, but the council remains confident that the city will have the health and social care infrastructure that will allow it to meet and overcome them. The Adult Social Care Directorate understands what needs to be done and is well on the road to delivering services which fulfil the rising expectations of Leeds people, who want efficient services, offering good value for money and delivering the best social care and support.

6.0 Recommendations

6.1 The Executive Board is asked to note the contents of this report

7.0 Background documents¹

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

- None