



Report of the Director of Adult Social Services

Corporate Governance & Audit Committee

Date: 21st January 2009

Subject: Independence, Wellbeing and Choice Inspection of Adult Social Services 2008

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

This report advises members of the outcome of the Commission for Social Care Inspection (CSCI) Independence Wellbeing and Choice inspection for 2007-2009 which took place between 29th July and 6th August 2008. There is a requirement to prepare an action plan relating to the recommendations which are made by the report. Progress on the implementation of the action plan will be monitored by CSCI, progress in implementing the plan will contribute to the Annual Performance Assessment for 2008/09.

This report outlines the main implications for Corporate Governance arising out of the Inspection and the action plan which has been developed to address its recommendations.

1.0 Purpose of this report

1.1 This report advises Members of the production by the Commission for Social Care Inspectorate (CSCI) of the outcome of the Independence Wellbeing and Choice Inspection of Leeds Adult Social Care conducted in the summer of 2008 and reported to the Executive Board of the Council on the 3rd December 2008. The report describes the arrangements that have been made for progress against the recommendations to be reported within the Council, to CSCI and to the wider partnerships in the City.

2.0 Background Information

2.1 A three year national programme of Independence Wellbeing and Choice inspections of Adult Social Care is taking place between 2007-2009. The fieldwork for the Leeds inspection took place between 29th July and 6th August 2008. The inspection outcome informs the Annual Performance Assessment of Adult Social Care and is therefore linked to the Corporate Assessment.

2.2 The objective of the inspection was to evaluate Leeds City Council's performance in ensuring social care outcomes for its population have developed in line with the expectations of the Departments of Health and Communities and Local Government. It was focussed on three themes, selected by CSCI on the basis of areas of highest national concern. It gives attention to the experiences of people who need social care services, and leadership and commissioning and delivery of three thematic elements of adult social care.

2.3 Adult safeguarding features as a theme for all inspections undertaken in 2008, for Leeds, the three themes selected by CSCI were:

- Safeguarding Adults;
- Personalised Services; and
- Preventative Services.

CSCI inspected adult safeguarding across adult services generally but in relation to personalised services and preventative services solely in respect of older people.

2.4 Independence, Wellbeing and Choice Inspection reports make a separate rated judgement for delivery on each of the themes and one overall rated capacity judgement across all themes. The Commission rates council performance using four grades. These are; poor, adequate, good and excellent. The Commission rates council capacity to improve its performance using four grades. These are; poor, uncertain, promising, and excellent.

3.0 Main Issues (Inspection Findings)

3.1 The report highlighted a number of strengths and areas for improvement. Key elements of these in relation to governance arrangements are outlined below:

Strengths

3.2 Partnerships

- The Local Strategic Partnership (Leeds Initiative) was strong and oversaw the work of the Healthy Leeds Partnership.

- There were good links to the priorities set out by the Local Strategic Partnership and within the Local Area Agreement

- The weaknesses (in Adult Safeguarding) had been identified and the Director had secured the support of chief officers from partner agencies to oversee the improvement of the board.

3.3 **Members**

- Elected members gave sound leadership and a scrutiny review of dignity had raised the profile effectively. There was a good understanding of the improvement agenda.

3.4 **Budget management & Financial Control**

- Some successes had been achieved in relation to improved budget management, improved performance indicators and some re-provisioning and externalising of traditional services such as home care.

- Budget management and financial planning had been significantly improved since 2005.

- The department had identified the excess of direct provision of traditional building based services as a significant inhibitor in the development of the range and choice of services and begun to implement a successful recovery plan.

Areas for improvement

3.5 **Partnerships**

- Adult safeguarding arrangements in Leeds were inadequate and did not satisfactorily protect vulnerable people. Procedures were weak and poorly implemented and multi-disciplinary cooperation was deficient. Investigations were inconsistent, strategy meetings were sporadic, operational staff and their managers did not have a clear understanding of the circumstances in which to intervene or the processes to follow in providing protection.

- Effective management oversight and assurance of minimum standards of practice, in casework, was missing.

3.6 **Members**

- Managers and elected members did not have access to adequate performance data about the quantity or quality of practice, to have confidence that minimum standards were being achieved.

3.7 **Budget management & Financial Control**

- Within the department, high cost services such as home care and small residential care units remained un-modernised.

- Costs were high and there had been little demonstrable improvement in quality. For example, the in-house home care service had not differentiated specialist and skilled staff to meet a wide variety of older peoples intensive needs.
- Hospital discharge practice was unacceptably variable and inadequately managed.

3.8 In conclusion, the inspection rated the authority as 'good' in relation to preventative services; 'adequate' in relationship to personalised services and 'poor' in relation to safeguarding. It judged capacity for improvement as 'uncertain'. The full CSCI report is attached at Appendix 1.

4.0 Implications for Council Policy & Governance

4.1 In governance terms, the Inspection highlighted distinct areas where safeguarding arrangements in particular required specific attention, to that end the Director of Adult Social Services and the Chair of the Safeguarding Board met with the Chief Executive Officers of local Statutory partner agencies to secure commitment to the adoption of significantly updated local multi-agency safeguarding arrangements and to the strengthening of partnership leadership and governance arrangements. This has been confirmed by a memorandum of understanding between the partners.

4.2 Following the receipt of the first draft inspection report, further steps were immediately taken to assure that vulnerable adults in Leeds are effectively safeguarded:

- Following on from the internal review of fieldwork services reported to the Executive Board in July 2008, to further support operational fieldwork staff, ten Senior Practitioner posts have been established to lead, coach, support and monitor safeguarding work in front line adult social care teams.
- In association with the above, to strengthen the quality assurance and appropriate performance of safeguarding interventions, three further posts have been established, with appropriate business support, to independently manage all Adult Safeguarding case conferences and strategy meetings. In the first instance reporting directly to the Chair of the Safeguarding Adults Partnership Board, these specialist staff will provide independent assurance that the vulnerable adults are appropriately safeguarded.

4.3 Key areas for action in the next year

In relation to Safeguarding

- Amendments are made to the current Safeguarding Board which will strengthen its leadership role and procedures, including the appointment of a 'Head of Safeguarding' post to manage the business of the Board and it's revised sub-group structure.
- The role of Elected Members and non-executive Directors and their equivalent in statutory partner organisations in relation to monitoring the overall performance of the Board is enhanced. This includes monthly reporting of progress against the Inspection action plan to the Adult Social Care Scrutiny Board, regular reporting of progress to the Health and Well-being Scrutiny Board, annual reporting of the Adult Safeguarding Partnership Board report and business plan to the Executive Board of the Council (and to the Boards and relevant governing bodies of statutory partners).

In relation to Partnerships

- Accelerating opportunities to work more closely with NHS Leeds in terms of commissioning, and exploiting opportunities for more integrated processes and services.
- Strengthening hospital discharge procedures to ensure a balance of emphasis is attained between speed of discharge and improved quality of patient experience.

In relation to Service Modernisation

- In the light of the above and using the successful Independent Living scheme as an exemplar, review the role and function of all current directly provided residential and other buildings based services to exploit opportunities to develop more diverse opportunities for supported independent living.
- Extending and accelerating the current programme for reconfiguring and modernising traditional and buildings based social care services within Leeds.

Development of the action plan

- 4.4 The inspection action plan preparation has been developed by a multi-agency group lead by senior managers in adult social care, supported by partner agencies with the assistance of external expert consultancy. The actions arising from the recommendations will be incorporated into revisions to Service Improvement Plans within Adult Social Care. However, progress against the inspection recommendations will be monitored separately by CSCI and progress against these will inform the judgements on performance within the Annual Performance Assessment for 2008/09.
- 4.5 Internally, progress against the actions will be monitored through the Adult Social Care Directorate Management Team on a monthly basis, by report to the Executive Lead Member with the same frequency and through quarterly reports to the Adult Social Care Scrutiny Board.

5.0 Legal and Resource Implications

- 5.1 The actions arising from the recommendations will incur additional costs in relation to the establishment of new posts of:
- Head of Adult Safeguarding*
 - 3 Independent Specialist Safeguarding Chairs*
 - Safeguarding and Risk Manager*
 - 10 senior practitioner posts
 - Independent Quality Assurance Officers
 - Appropriate Business Support
- 5.2 The proposals set out above represent a considerable investment in vital elements of the system of safeguarding adults in Leeds. The gross cost required for establishing these posts is £797K. Although no formal provision was made in the development of the 2008/09 Adult Social Care budget, a number of prudent assumptions were made in anticipation of the likely consequences of the requirement to implement actions in relation to recommendations made in response to the outcome of this Inspection which was known to be taking place in this financial year.
- 5.3 In relation to the posts marked *, proposals have been made to statutory partners suggesting a funding formula which would allow them to contribute to the overall costs of

adequately supporting the whole system of adult safeguarding in the City, these funding proposals are currently under consideration by partners.

- 5.4 However, within year, a significant proportion of the Social Care Reform grant (valued at £1.17M) has been held in reserve and it is proposed that the grant is used in-year to 'pump prime' the recruitment to the posts proposed in this paper.
- 5.5 The ongoing costs of this package will be factored into the development of the 2009/10 budget which is currently under way. Although elements of the social care reform grant allocation for 2009/10 may legitimately be used to support strands of the proposals set out in this report, the substantive safeguarding proposals will be funded via reconfiguration of current Adult Social Care expenditure.
- 5.6 The personalisation of social care provision to adults requires fundamental changes to the way that services are arranged and provided by the Local Authority. Analysing, assessing and managing the risks which are naturally associated with supporting people to exercise choice and control over their care and support provision, require close and specific attention to the effective management of statutory safeguarding issues. The costs of this can legitimately be built in to the emerging resource reallocation within Adult Social Care which is a fundamental requirement in ensuring the means to access personalised care.

6.0 Conclusions

- 6.1 The authority has been judged as 'good' in relation to preventative services; 'adequate' in relationship to personalised services and 'poor' in relation to safeguarding. The Commission judged capacity for improvement as 'uncertain' in relation to the focus of the inspection. An action plan (attached at Appendix 2¹), has been approved by CSCI. Further consolidation of improvements to local services will be established through the implementation of the action plan. Progress in this respect will be monitored through CSCI, by the Adult Social Care Scrutiny Board, by the Health and Well-Being Scrutiny Board and, in relation to safeguarding, through the revised partnership arrangements (including the Boards and governance structures of statutory partners).

7.0 Recommendations

- 7.1 Members are requested to:

- Note the contents of this report and the referenced Independence, Wellbeing and Choice Inspection Report and Action Plan.

Background Documents

- The CSCI Inspection report on Independence, Wellbeing and Choice Inspection of Adult Social Services 2008
- Report to the Executive Board of the Council 3rd December 2008
- The Inspection Action Plan presented to the Executive Board of the Council on the 3rd December 2008

¹ The Action Plan at Appendix 2 is marked as confidential because it is the version that was submitted to Executive Board, and was exempt from publication at that time.