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Report of the Director of Adult Social Services

Adult Social Care Scrutiny Board

Date: 15th December 2010

Subject: Assessment of Adult Social Care Commissioning (Performance Rating) for Leeds City Council 2009/10

Electoral Wards Affected:



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

The performance of each Council with Adult Social Care responsibilities has been annually assessed by the Care Quality Commission for a number of years. Each Council is awarded a rating which Directors of Adult Social Services are required to draw the attention of the Executive Board and the wider public. The Assessment of Adult Social Care Commissioning was published on the 25th November 2010 and contains the overall rating for Adult Social Care. This report offers members of the Adult Scrutiny Board a highlighted summary of the main areas of achievement and indicates areas of service identified by the Commission as requiring further development to sustain or improve performance.

Attention is drawn to the performance framework which was established in 2008 and places additional emphasis upon issues of dignity and respect (Safeguarding). An authority's overall judgment is automatically limited by performance in this area. The assessment of the Care Quality Commission is that Leeds performance in this respect has improved from 'performing poorly' in 2007/08 to 'performing well' in 2009/10. This is an acknowledgment of the considerable improvements made in this area and

recognition that safeguarding concerns identified in 2007/08 are now being effectively managed.

The judgment reached by the Care Quality Commission is that adult social care services in the city have improved in 4 of the 7 domains considered in 2009/10. Leeds is now rated as having 3 domains where it has been awarded the highest rating of 'excellent' and has been judged as 'performing well' in the remaining 4. This has resulted in an overall judgement as 'performing well'. The judgement for 2009/10 represents significant progress from last year. The letter formally advising the Council of the outcome of the review is attached at Appendix 1 and the full report at Appendix 2.

1.0 Purpose Of This Report

- 1.1 This report alerts Members of the Adult Social Care Scrutiny Board to the judgment made about social care services for adults in the city in the performance year 2009/10 and provides a brief summary of the key points raised by Care Quality Commission in making their judgment.

2.0 Background Information

- 2.1 The performance framework used by the Care Quality Commission is founded upon the outcomes-based framework established in 2007/08 for adult social care assessment. There have, however been changes in the nationally defined performance characteristics for the outcomes and the standards required have been raised. The overall performance against the Leadership and Commissioning domains for Adult Social Care were originally intended to inform the Council's Comprehensive Area Assessment judgement however this approach was abolished by the incoming national government on 24th June 2010.
- 2.2 Figure 1 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 Commission

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 focused 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'.

Fig 1

- 2.4 The Care Quality Commission derive the evidence on which they base their assessment from several sources. One of the most significant of these is the annual Self Assessment. This requires the Authority to provide an accurate and honest comprehensive report of performance against each of the outcomes including a summary of activity and evidence over the year and an overall self judgment. The self judgement of Leeds for 2009/10 has been fully accepted by the Care Quality Commission. This is important because accurate self analysis is regarded as a significant requirement for effective leadership by the Commission.
- 2.5 Evidence provided by a Local Authorities in its Self Assessment is triangulated against a range of other evidence collected by the Care Quality Commission. This includes, evidence submitted by the Council in the course of Routine Business Meetings with the Care Quality Commission; site visits by Care Quality Commission Area Manager; national performance data; information collated from regulatory inspections of services and from any relevant service inspections or reviews which have information relating to relevant Council services.
- 2.6 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.
- 2.7 The final assessment letter and report (Appendices 1 and 2) were received by the Authority at the beginning of October but, in line with national requirements, their content remained confidential and embargoed until the 25th November 2010. The Commission require that the report is taken to a Council meeting by the 31st January 2010 and thereby made available to the public.
- 3.0 Main Issues**
- 3.1 The Care Quality Commission have completed their Annual Performance Assessment of Adult Social Care for Leeds City Council 2009/10 and have judged the service to be 'Performing Well'. This judgement is applied to a service that consistently delivers above minimum requirements for people; is cost-effective and makes contributions to wider outcomes for the community.

3.2 The judgement recognises significant improvements in the quality of Adult Social Care in Leeds in comparison to 2008/09. Adult social care services in the city have improved in 4 of the 7 domains considered in 2009/10. Leeds is now rated as having 3 areas domains where it has been awarded the highest rating of 'excellent' and has been judged as 'performing well' in the remaining 4.

4.0 The Assessment of key strengths

4.1 The Care Quality Commission have judged leadership within adult social services in Leeds to be strong and have noted improvements in partnership working. It is the CQC's judgement that Leeds has demonstrated that it places those who use services and their carers at the heart of its service development, and has taken steps to further enhance how the it engages with people.

4.2 The quality of services provided or commissioned for adults with social care needs is judged to have improved. Leeds is commended for heavily investing in its neighbourhood networks to ensure that those people who do not meet the criteria for assessed services can access appropriate support in their own locality. The CQC report positively that Leeds has continued to increase its investment in the use of Telecare, and in local Extracare capacity

4.3 The Care Quality Commission report that Leeds continued to improve its safeguarding arrangements during 2009/10, and fully completed the action plan it had agreed with the Care Quality Commission following the service inspection in 2008. In particular they report that Leeds has demonstrated much improved partnership working through the safeguarding partnership board.

4.4 Leeds is judged to be providing greater access to services for a wider range of its population. In particular the CQC has commended Leeds for its approach to specifically targeting hard to reach groups to ensure people can access the support they need .

4.5 Leeds is also commended by the CQC for developing its systems and processes to enable people to benefit from the 'Putting People First' national strategy to deliver more personalised and self directed support. Leeds is on course to meet its local and national milestones for delivering these systems by March 2011.

5.0 Key areas for improvement

5.1 As with the key strengths, the Commission has confirmed the key areas where Leeds should make further improvements through the continued implementation of established long term programmes in 20010/11. All these areas are subject to rigorous improvement plans and are closely monitored by the Directorate.

5.2 The Care Quality Commission have specified a number of areas where Leeds needs to continue to implement long term programmes of work. These include, continuing to improve the level of personalisation within adult social care provision and further develop personalised budgets for carers. The CQC have stated that Leeds should continue to develop the local delivery of adaptations and community equipment. It has also been asked to continue to implement actions from the review of local advocacy services

5.3 The Council have been asked to continue implementing improvements within social care leadership and commissioning arrangements. It has been recommended that Leeds continues to embed the local approach to partnership commissioning. The CQC also recommend that Leeds should improve its social care records management systems and to continue to develop safeguarding reporting mechanisms with partners.

6.0 Overall Assessment and Judgement.

Leeds has been judged within the following domains as performing:-

Outcome /Domain	2007/08: CSCI Rating	2008/09: CQC Rating	2009/10: CQC Rating	Direction of Improvement
Outcome 1: Improved Health and Wellbeing	Well	Well	Well	↔
Outcome 2: Improved Quality of Life	Well	Well	Excellently	↑
Outcome 3: Making a Positive Contribution	Well	Excellently	Excellently	↔
Outcome 4: Increased Choice and Control	Adequately	Adequately	Well	↑
Outcome 5: Freedom from Discrimination and Harassment	Well	Well	Excellently	↑
Outcome 6: Economic Wellbeing	Well	Well	Well	↔
Outcome 7: Maintaining Personal Dignity and Respect	Poorly	Adequately	Well	↑

Fig 2

7.0 Implications For Council Policy And Governance

7.1 In previous years the Care Quality Commission rating for Adult Social Services has contributed to the overall rating for the Leeds City Council. The government has recently abolished the Comprehensive Area Assessment (CAA) which formed the latest version of this. It is not yet clear what new arrangements, if any, will replace the CAA but it is likely that any publicly available information about the quality of local services will take into account the nationally published judgement of adult social care in Leeds.

7.2 The government and regulators are currently reviewing the future reporting requirements for adult social care services. It is likely that significant changes will be made in future years. At the time of writing a proposal for a new outcomes framework for social care has been published for public consultation. This will sit alongside frameworks published for the Health Service and Public Health. Quality and economic regulation of 'provider' health and social care services will be strengthened through the Care Quality Commission and 'Monitor' respectively. It is proposed that the commissioning functions of local authorities will be increasingly subject to self regulation and customer engagement. Further information will be provided to the Board as the future becomes clear.

8.0 Legal And Resource Implications

- 8.1 The personalisation of care services is 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 the rate of progress in accelerating the transformation of our models of care and support to such an extent that they meet not only the performance expectations of the Commission but, more significantly, that they meet the expectations of those people provided with the means to purchase them.
- 8.2 Leeds' target for this development is for 30% of all service users receiving their services through Personal Budgets/ Direct Payments by March 2011. This complies with national expectations. To achieve this target, Leeds performance will need to continue to expand from 3382 people receiving Self Directed Support at September 2010 to 5350 at March 2011. Clearly, this requires the release of significant resources from service areas where demand is expected to reduce as a consequence of people utilising their direct payments or individual budget in different ways.

9.0 Conclusions

- 9.1 The overall judgment for delivering outcomes 2009/10 reached by the Care Quality Commission is that adult social care services in the city are 'Performing Well' and they have judged Leeds to have made significant improvements in 4 of the 7 domains. The rating for safeguarding has improved from 'poor' to 'performing well' in two years. Leeds is now top rated in 3 areas. Leeds has sustained and accelerated the performance improvement trajectory reported last year.
- 9.2 Although the judgement reached by the Commission recognises the positive progress made in the year, particularly in respect of Adult Safeguarding, Adult Social Care continues to be performing at a level which has fallen short of 'excellent' overall. The details of the Care Quality Commission performance framework for 2010/11 have yet to be announced, however further improvements are likely to be required to improve the choice and control of service users; local arrangements for public health and for the safeguarding of vulnerable adults in order to achieve an overall judgement of excellence for social care services in the city.
- 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 Adult Social Care Scrutiny Board is asked to note the contents of this report and the attached final assessment letter and performance review report from the Care Quality Commission for adult social care services in 2009/10.

Background Documents referred to in this report

none