

North Tyneside Council

Report to Council

Date: 27 November 2014

ITEM 7

Title: Independent
Reviews of Adult Social
Care Led Services

Portfolio(s): Adult Social Care

Cabinet Member(s): Cllr Lesley Spillard

Report from Service

Area: Adult Social Care

Responsible Officer: Jacqui Old, Head of Adult Social Care (Tel: (0191) 6437006)

Wards affected: All

PART 1

1.1 Purpose:

The purpose of the report is to outline findings from two recent independent reviews of the Authority's Adult Social Care led functions. The reviews have been undertaken as part of continuous service improvement activity and form part of the Authority's Creating a Brighter Future Programme, under the Cared for Safeguarded and Healthy work stream.

1.2 Recommendation(s):

It is recommended that Council:

- (1) notes the findings from the Reviews; and
- (2) authorises the Head of Adult Social Care, in consultation with the Cabinet Member for Adult Social Care, to implement actions set out in Section 1.53 and 1.55 of this report.

1.3 Forward Plan:

Twenty eight days notice of this report has been given and it first appeared on the Forward Plan that was published on 27 October 2014.

1.4 Council Plan and Policy Framework

This report relates to the following priorities in the 2014-18 'Our North Tyneside Plan':

- (1) Our people will be cared for and kept safe if they become vulnerable
- (2) Our people will be listened to by services that respond better and faster to their needs.

1.5 Information:

1.5.1 Background

1.5.1.1 Context

Evaluation and assessment of adult social care functions have transformed over the past decade.

Previously the performance of all local authority adult social care departments had been externally assessed by the Commission for Social Care Inspection (CSCI), with annual judgements reported as star ratings from zero to three stars.

This regime changed in 2009 with the establishment of the Care Quality Commission, who continued to annually assess local authority adult social care departments against numerical ratings of 1 to 4; 1 being 'poor' and 4 being 'excellent'.

The Care Quality Commission then ceased to assess local authority adult social care departments in this way and the whole approach to national inspection was abolished under the Health and Social Care Act 2012.

Since then sector-led improvement is the approach put in place by local authorities and the Local Government Association (LGA) which is based on the following key principles:

- Councils are responsible for their own performance and improvement and for leading the delivery of improved outcomes for local people in their area.
- Councils are primarily accountable to local communities not to government or inspectorates and stronger accountability through increased transparency helps local people drive further improvement.

The role of the LGA is to maintain an overview of the performance of the local government sector in order to identify potential performance challenges and opportunities, and to provide tools and support to help councils take advantage of the approach. Peer Review is one such approach and tool used.

It is worthy to note that in 2006 North Tyneside Council was judged as 'one star' for its adult social care services. By the time the national performance assessment regime was concluded, this rating had dramatically improved to the highest possible of 'excellent'.

The Adult Social Care Service has since continued to transform its offer; improving the quality of its services, producing one of the best performance frameworks in the country, evidencing better outcomes for users and producing significant savings as part of the Council's efficiency programmes.

1.5.1.2 Current Position

Two independent reviews of functions managed and/or led by the Authority's Adult Social Care Service have been carried out during August and September 2014. Although the reviews were carried out independently from each other, they both form part of continuous service improvement activity and are embedded in the Authority's Creating a Brighter Future Programme under the 'Cared for Safeguarded and Healthy work stream.

- Use of Resources Review

The Use of Resources Review was carried out in August 2014 by Professor John Bolton, an independent consultant in social care and visiting Professor at Institute of Public Care. Professor Bolton led the review and subsequent Department of Health (DH) report, Use of Resources in Adult Social Care, in 2009 which has since steered how adult social care services in England are shaped and commissioned.

The aim of the North Tyneside Review was to give an assessment of the Authority's current position on transforming adult social care services and releasing efficiencies, as well as identifying potential areas for further exploration and development.

- Peer Review of Adult Safeguarding

The Peer Review of Adult Safeguarding was carried out by the Local Government Association (LGA) in September 2014. It involved a team of 8 people from the LGA and others with senior leadership experience and expertise in adult safeguarding.

A Peer Review is not an inspection - rather it is a supportive but challenging 'critical friend' to assist councils and their partners in celebrating their strengths and identifying their own areas for improvement. The Review Team used a set of nationally developed standards to carry out the Review.

1.5.2 Use of Resources Review Key Findings

The Review findings state that all recommendations made are on the margins of what is already a very cost effective model of care – “North Tyneside already offers one of the best examples of a range of adult social care interventions and service designs that focus on promoting independence through prevention and responses at a time of crisis”.

Suggested areas for further exploration or development from the Review are as follows:

a) Ownership

There is a need to gain wider ownership of how we meet the demands of the adult social care agenda. This must include strong political ownership of the approach and ownership by the NHS partners and key provider partners.

- There is much evidence that the NHS can assist social care in managing demand through better interventions, including a stronger focus on stopping any admissions from acute care direct to residential care.
- There is a need to better engage with all partners, for example through the use of market position statements, provider forums and commissioning exercises. This will ensure that those who provide services for residents in North Tyneside understand how they are required to contribute to promoting independence.

b) Demand Management

The current cost-reduction agenda in local government has demonstrated the need for new thinking. Process and organisational efficiency alone will not achieve this.

A sustainable reduction in demand for public services is one of the key ways of achieving significant and long-term savings.

This can include changing citizen expectations of what the state should provide, diverting demand to other providers and intervening early to improve outcomes and thereby reduce long-term reliance on the state.

- There is a need to review all customers who receive low level packages of care. This includes all domiciliary care packages of 5 hours or less and all younger adults' packages of £50 or less. This should have an equal priority to the current programme of reviewing higher cost packages of care.
- Within the learning disability client area, there needs to be a clear approach for the newly formed enablement service; making clear that the main purpose of the service is to reduce, delay or remove needs.
- The Authority will need to clarify which services are “preventive” and how these services can evidence that they are reducing demand for adult social care support. The starting point for this work is to capture the amount of spend that might fit this category and then identify which services can evidence preventive outcomes.

c) Accommodation Services

Many of the solutions to cost effectively meeting social care needs are linked to good housing support. The cost of traditional residential care models can be extremely high and users of services tell us that this is not the type of care they want.

Extra Care housing enables people to remain independent, with their own tenancy and care and support provided as and when it is needed. Properties are specifically designed to offer security, ease of access and allow for economies of scale through group builds.

- There needs to be a clearer mandate for the use of Extra Care Housing (ECH) as a housing solution for older people. Eligibility for ECH should be made clearer.
- Current admissions of older people to residential care in North Tyneside are running at around 290 a year – a longer term target should be set at around 250 per year though better use of ECH and joint work with the NHS.
- For younger adults the Authority may need to determine which choices it will offer where it knows that it can offer care in a supported housing setting at a lower cost than other alternatives chosen by service users.

d) Personalisation

Personalisation is an approach that has been practiced in adult social care for a number of years. It has more recently been embedded in statute under the Care Act 2014. It involves thinking about public services and social care in a different way, starting with the person and their individual circumstances rather than the service.

A key delivery mechanism of personalisation is the use of Personal Budgets, where a sum of money is allocated to each individual to meet their eligible care needs. Direct Payments are a way for the individual to take the money allocated in a Personal Budget and to pay for their own care, rather than the traditional route of services being arranged and paid for on their behalf.

North Tyneside has made impressive strides in many areas around personalisation.

- One area that may warrant a little more attention is the use of Direct Payments. Currently only 15% of service users take their Personal Budget as a Direct Payment. It is suggested that the Authority look to develop a stronger Personal Assistant (PA) support service to increase take up of Direct Payments.

e) Assessment and Care Management

Assessment and care management is the way in which adult social care support is determined and managed. Most commonly it is delivered by qualified professionals such as social workers who will assess or determine a person's needs. Once needs have been assessed, care management will oversee the delivery of services to meet those needs and monitor progress. Care management will also help manage complex issues such as abuse or substance misuse.

- An examination of the national data indicates that 13% of the spend on older people in North Tyneside is spent on Assessment and Care Management; against a national average of around 10%. Further work undertaken in other councils has shown that productivity can be improved. However this needs to be balanced against the need to undertake reviews of low level packages of care recommended in section 'b' above.

1.5.3 Proposed Actions Following the Use of Resources Review

The following actions are proposed based on the feedback from the Use of Resources Review. These will be taken forward as part of service planning and the Cared for Safeguarded and Healthy work stream.

a) Ownership:

- Continue work with the NHS to complete the review of the older person's pathway and make required improvements for hospital discharge and options other than residential care.
- Produce market position statements for all key service areas.

b) Demand Management:

- Review all customers who receive low level packages of care and all younger adults' packages of £50 or less.
- Carry out a review of the enablement service in conjunction with users and carers and make recommendations.
- Continue work within the Cared for Safeguarded and Healthy work stream to produce a new core offer for residents; focusing on services which delay, reduce or remove the need for formal social care support.

c) Accommodation Services:

- Produce a new vision and model for ECH, making clear the criteria for support.
- Develop and procure a new support to live at home service based on a reconfiguration of existing domiciliary care contracts.

- Review the current learning disability housing support model, and put in place a new model that supports the Authority's approach to demand management and reducing costs.

d) Personalisation:

- Review the current Direct Payment Support Services Framework.
- Further develop the support offered to help people to manage Direct Payments, including use of the North Tyneside Personal Assistant scheme.

e) Assessment and Care Management:

- Continue the roll out of the Care and Connect service to test out new approaches to social care assessment and support.

1.5.4 Peer Review of Adult Safeguarding Key Findings

The Review Team were extremely keen to highlight what they saw as “the many positive and creative services and support to safeguard vulnerable adults in North Tyneside”. ”

The Peer Review Team stated that ***“North Tyneside has a lot to be proud of”***.

Other key achievements highlighted in the Peer Review are listed below.

- **Leadership;** safeguarding is a clear priority for the Authority, its political leadership and its partners. This is evidenced throughout key plans and strategies, positive relationships and a well established and effective Safeguarding Adult's Board (SAB).
- **Feedback;** positive feedback from users and carers was received about Authority staff.
- **System ownership;** it was clear that other Authority services such as Housing and Leisure have safeguarding practice that is well embedded.
- **Joint working;** there is strong commissioning support and join up from both Authority and NHS services.
- **Care Act;** there is clear understanding of the new Care Act 2014 requirements and evidence of clear plans in place to implement the Act's requirements.
- **Workforce development;** there was evidence of excellent safeguarding workforce planning and training across all sectors.
- **Learning;** there was proactive learning from Serious Case Reviews outside of North Tyneside. This shows a willingness of all partners to learn from other areas and continually develop.
- **Carers;** development of the Carer's Risk Assessment tool was seen as good practice and a proactive approach to adult safeguarding.
- **Case file audits;** there was clear evidence that people are safe and protected and that appropriate support was offered.

The Review Team highlighted the following as possible areas for further development:

- a) **Outcomes for service users**; there is some evidence to suggest that users and carers would welcome a more outcomes based approach in adult safeguarding.
- b) **Further work to embed case file audits**; ensuring greater consistency when carrying out case file audits.
- c) **Continue to raise awareness of adult safeguarding**; helping all residents to understand what this means.
- d) **User and carer involvement**; the Peer Review Team agreed with the Authority's ambition to further improve engagement in local safeguarding practice.

1.5.5 Proposed Actions Following the Adult Safeguarding Peer Review

The following actions are proposed based on the feedback from the Adult Safeguarding Peer Review. These will be taken forward as part of service planning and the Cared for Safeguarded and Healthy work stream.

a) Outcomes for Service Users:

- Design a new approach for capturing user expectations at the start of the adult safeguarding process and assess these against the outcomes actually delivered, once the process is complete.

b) Further work to embed case file audits:

- Carry out further case file audits to better assess the standards of work completed.
- Review existing adult safeguarding standards.
- Embed new prompts into current adult safeguarding documentation, to ensure expected standards are made clear at key steps in the process.

c) Continue to raise awareness of adult safeguarding:

- Raise awareness of the Single Front Door and how people can access this service through a new publicity and marketing campaign.

d) User and carer involvement:

- Establish a user and carer shadow Board to support and inform the work of the North Tyneside SAB.

1.6 **Decision options:**

The following decision options are available for consideration by Council:

Option 1

Note the findings from the Reviews and authorise the Head of Adult Social Care, in consultation with the Cabinet Member for Adult Social Care, to implement actions set out in Sections 1.53 and 1.55 of this report.

Option 2

Reject the recommended actions set out in Sections 1.53 and 1.55 of this report.

Option 3

Refer the findings from the Reviews to Cabinet for consideration and determination of alternative actions by the Authority.

Option 1 is the recommended option.

1.7 Reasons for recommended option:

Option 1 is recommended for the following reasons:

The findings from the review have been positively received by relevant services.

Many of the recommendations are part of existing plans under the Creating a Brighter Future Programme, Cared for, Safeguarded and Healthy Work Stream but the Reviews have provided additional insight and opportunity to explore issues further.

The proposed actions support the Cared for, Safeguarded and Healthy Work Stream principles of:

- Use of Resources - Our use of resources will focus on achieving value for money for every service that we procure, finding the most affordable price that can deliver us the degree of quality that our service users require to deliver their specified outcomes
- Promoting Independence and Wellbeing - Our aim is to help people to continue to live in their community, where this is feasible and affordable.
- Assessment and Planning for Care - Assessment and planning for care is an active partnership designed to promote independence and wellbeing.
- Help People to Recover from a Period of Illness - We will ensure that the interventions we offer people will focus on how we can promote their independence and avoid or reduce reliance for care services.
- Choice and Control - If we are concerned about the decisions a person is making for themselves, but they still have capacity to make a decision, then we will talk through the risks and work with them to ensure that, as far as possible, they understand the risks they are taking.
- Carers - Many people with social care needs will have these met mainly through carers. We will value, support and promote the wellbeing of carers.
- Engagement - We will always work with those who are providing services to ensure that they are delivering value for money (including those services provided by the council) from the public purse; we will look to achieve this in partnership through a dialogue between service users, providers and the council.

1.8 Appendices:

There are no appendices to this report.

1.9 Contact officers:

Haley Hudson, Senior Manager Strategic Planning Partnerships and Transformation, Adult Social Care tel: (0191) 643 7008.

Alison Campbell, Finance Business Manager tel: (0191) 643 7038

1.10 Background information:

The following background papers/information have been used in the compilation of this report and are available at the office of the author:

(1) Standards for Adult Safeguarding; Local Government Association, December 2011.
http://www.local.gov.uk/c/document_library/get_file?uuid=ab4ffb32-59af-41a8-ae49-3010327772db&groupId=10180

PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING

2.1 Finance and other resources

There are no direct financial implications from this report. The recommendations can be implemented from within current resources.

2.2 Legal

There are no direct legal implications arising from this report

2.3 Consultation/community engagement

2.3.1 Internal Consultation

The LGA held over 20 focus groups as part of the Peer Review of Adult safeguarding. This included sessions with the Authority's staff and Elected Members.

Findings from the Peer Review and Use of Resources Review have been discussed with the Lead Cabinet Member for Adult Social Care and are being shared with Adult Social Care staff during 5 team briefings throughout November and December 2014.

2.3.2 External Consultation/Engagement

Over 40 organisational partners, providers and community and voluntary sector representatives took part in the Peer Review of Adult Safeguarding; providing their views and experiences on local safeguarding arrangements.

The views of people who use local health and social care services were gathered by North Tyneside Community and Health Care Forum and fed into the Peer Review process.

Findings from the Peer Review will be discussed by the multi agency Safeguarding Adults Board (SAB). The SAB consists of multi-agency executives, who oversee safeguarding and promote the welfare of all North Tyneside adults who may be at risk of harm and living within North Tyneside.

The standards used for the Peer Review are part of a sector-led response in which local government and partners take responsibility for improvement. This process aims to use the skills and expertise of professionals, managers, people who use services, councillors and partners within the sector. These standards have been developed in partnership by:

- Local Government Association
- Association of Directors of Adult Social Services (ADASS)
- NHS Confederation
- Social Care Institute for Excellence (SCIE).

2.4 Human rights

The actions contained in this report support the following Human Rights principles:

1. Right to liberty and security
2. Right to respect for private and family life
3. Freedom of thought, belief and religion
4. Protection from discrimination
5. Freedom of expression.

2.5 Equalities and diversity

Service changes resulting from the reviews detailed in this report will form part of the Authority's Creating Brighter Future Programme and will be subject to Equality Impact Assessments.

2.6 Risk management

The Peer Challenge process aims to assist councils and partners to identify areas for improvement.

The standards used in the Peer Review of Adult Safeguarding are part of a sector-led response in which local government and partners take responsibility for improvement.

2.7 Crime and disorder

There are no crime and disorder implications directly arising from this report.

2.8 Environment and sustainability

There are no environment and sustainability implications directly arising from this report.

PART 3 - SIGN OFF

- Deputy Chief Executive X
- Head(s) of Service X
- Mayor/Cabinet Member(s) X
- Chief Finance Officer X
- Monitoring Officer X
- Head of Corporate Strategy X