
Meeting: Social Care Health & Housing Overview & Scrutiny Committee

Date: 10 September 2009

Subject: The Recovery and Improvement of Adult Social Care services

Report of: Portfolio Holder for Adult Social Care and Health

Summary: This report was received at the Executive Meeting on the 18th August 2009. The report will inform Members of the measures being taken to address the delivery of adult social care services within Central Bedfordshire.

Contact Officer: Director of Social Care, Health and Housing

Public/Exempt: Public

Wards Affected: All

Function of: Executive

Key Decision Yes

Reason for urgency/ Exemption from call-in (if appropriate) This decision is urgent because it is necessary for the Council to take immediate steps to put in place the Recovery and Improvement Programme and governance arrangements necessary to secure the delivery of adult social care services within Central Bedfordshire.

RECOMMENDATION:

- 1. That the Social Care Health and Housing Overview & Scrutiny Committee note the contents of this report for information.**
- 2. That the Social Care Health and Housing Overview & Scrutiny Committee note the recommendations forwarded to the Executive**
- 3. That the Social Care Health and Housing Overview & Scrutiny Committee note the Corporate Implications recorded in the appended report.**

Reason for Recommendation: So that Members of the Committee are aware of the Council's obligation to meet its statutory duties in respect of vulnerable adults and older people through its delivery of adult social care services

Meeting: Executive
Date: 18 August 2009
Subject: The Recovery and Improvement of Adult Social Care services

Report of: Portfolio Holder for Adult Social Care and Health

Summary: The report proposes that Executive endorse the draft Recovery and Improvement Programme approach and Governance arrangements to secure the delivery of adult social care services within Central Bedfordshire. The draft programme will need to be discussed and agreed with the Care Quality Commission (CQC) and may be amended following the national reporting by CQC in November of adult social care performance for 2008/09.

Advising Officer: Director of Social Care, Health and Housing

Contact Officer: As above

Public/Exempt: Public

Wards Affected: All

Function of: Executive

Key Decision Yes

**Reason for urgency/
exemption from call-in
(if appropriate)** This decision is urgent because it is necessary for the Council to take immediate steps to put in place the Improvement Programme and governance arrangements necessary to secure the delivery of adult social care services within Central Bedfordshire.

RECOMMENDATIONS:

1. that the Executive endorse the draft Recovery and Improvement Programme approach, and notes that:
 - (a) The Recovery and Improvement Programme will be considered by CQC at the September Business Meeting.
 - (b) The Recovery and Improvement Programme may require amendment following the CQC national reporting of 2008/09 adult social care performance.
2. the proposal to establish an Officer Recovery Programme Board, to be chaired by the Chief Executive, be noted.
3. A Member Reference Group of the Executive, as outlined in paragraph 9 of this report, be established to oversee and monitor the delivery of the

Programme for the recovery and Improvement of Adult Social Care Services and to make recommendations to the Executive thereon, as appropriate.

Reason for Recommendations: To ensure that the Council meets its statutory duties in respect of vulnerable adults and older people through its delivery of adult social care services.

1. Background

- 1.1. Adult Social Care Services transferred to Central Bedfordshire Council for delivery on 1st April 2009. The Council is responsible for assessing the care needs of the most vulnerable groups within our community, for instance: adults with: disabilities, mental health needs, learning disabilities, drug and alcohol problems, older people, and carers and then arranging for care to be provided through the Council's direct services or independent providers.
- 1.2 The performance of a Council's adult social services is assessed by the regulator, the Care Quality Commission (CQC), formerly known as the Care Services Commission Inspectorate (CSCI). Bedfordshire County Council's performance for 2007/08 was judged as 1 * out of a possible 3 * with a judgement of "**adequate delivery of outcomes** and **uncertain capacity to improve**". This was in part due to a Safeguarding Adults Inspection in May 2008 that had resulted in an "adequate" with "uncertain" prospects for improvement score.
- 1.3 However, the regulator also had other concerns including the outcomes for all customer groupings, the partnership arrangements that were resulting in limited options for customers, the strategic leadership and also the operational framework for delivering adult social care services. This was detailed within the Annual Performance Assessment letter sent on 27th October 2008.
- 1.4 Business meetings with CSCI took place with the County Council throughout 2008/09 with the regular submission of data/reports describing the Council's progress against the Action Plans arising out of the Safeguarding Inspection and the Annual Performance Assessment letter and CSCI continued its inspection and regulation of care services within Bedfordshire.
- 1.5 The final commentary on 2008/09 performance was provided by the new unitaries in the Self Assessment Survey in May 2010 and this is taken account of at the Annual Review Meeting which took place in early June 2009. Central Bedfordshire will receive a commentary on the County Council's Adult Social Care performance for 2008/09 in November 2009 rather than a formal assessment as Bedfordshire County Council no longer exists. This will be reported to the December meeting of Executive.

2. Context

- 2.1 The Council's Director of Social Care, Health and Housing and her management team worked with colleagues in Bedfordshire County Council and Bedford Borough Council to ensure a smooth transition from the County to Central Bedfordshire and this was successfully achieved with a minimum amount of disruption for customers.
- 2.2 In preparation for the transfer of responsibilities it became clear that the concerns of the regulator were real and some immediate actions were undertaken to assess the actual performance of adult social care services:
- a strategic management review of adult social care services was commissioned;
 - diagnostic work by the Care Services Efficiency Delivery Programme (from the Department of Health's Care Services Division), and
 - further work to determine the robustness of the budget. The Budget Monitoring report later on this agenda highlights the budget challenges identified to date.

In addition there were two externally funded commissions:

- a review of the delivery of mental health services by the Bedfordshire and Luton Partnership Trust, and,
- the development of a Workforce Strategy.

These two areas of work cover both Central Bedfordshire and Bedford Borough.

Staff have also been encouraged to participate fully in regional activities funded through the Joint Improvement Partnership making use of Regional Improvement and Efficiency Programme funding.

- 2.3 The outcome of the above work has led the Director of Social Care, Health and Housing and her management team to the conclusion that performance is actually below that which could have reasonably have been expected given the performance rating for the County's service. It is not possible to evidence that improvements to outcomes for local people have been made in 2008/09. The progress made following the "Safeguarding Inspection" in May 2008 had been limited.

It is necessary for the Council to take immediate steps to begin to the deliver the improvements required ahead of the Care Quality Commission's national commentary in November 2009.

3. Recovery and Improvement Programme

- 3.1 The Council is ambitious for the residents of Central Bedfordshire and has already identified supporting and caring for its ageing population as a key priority. In recognising this ambition it is necessary that the Council very quickly addresses the challenges within its adult social care services.
- 3.2 The scale of improvement required is challenging as is the implementation of the care transformation agenda. It is proposed that the Council distinguishes between recovery action, that is, actions taken in the areas of key concern that move the Council forward to the point, where, improvement work continues which is performance managed by the usual management functions, and thus, out of recovery.

For instance, ensuring that vulnerable adults and older people are adequately safeguarded is a key concern.

The areas for immediate recovery are:

- Establish and embed the strategic leadership for adult safeguarding
 - Establish and demonstrate effective management of safeguarding interventions
 - Establish a sufficiently experienced Adult Safeguarding Team
 - Evidence impact and outcomes for people of safeguarding interventions
- 3.3 These areas are supported by actions with delivery targets and following satisfactory completion would transfer to the Directorate's Performance Board for continuing oversight. It is recognised that at the point of transfer areas of key concern will be out of recovery but not performing strongly and that this continuing improvement is the responsibility of the Directorate, and its partners, to deliver.

4. Delivering Recovery and Improvement

4.1 External support

The scale and duration of the recovery and improvement journey for adult social care is challenging. The Council is regarded as a "Priority" Council by the department of Health and Government Office and as such will receive access to funded support and expertise. Discussions continue to take place about using this support to most effect. For instance, it is currently planned to secure support to deliver a coherent costed learning disability strategy in light of the transfer to the Council of NHS Bedfordshire's Learning Disability Commissioning budget. It is likely that support will be provided in the areas of: commissioning, contract management, mental health services, re-ablement services (rehabilitation and intermediate care) and business process re engineering.

4.2 **Internal support**

The adult social care service requires additional, dedicated support to facilitate the recovery activity. Action is underway to bring together a time limited Recovery and Improvement Support Team comprising of officers with: human resources; finance; performance and contracts expertise. This will enable managers and staff to continue to focus on transformation and improvement work whilst system and process blockages are addressed.

The Recovery and Improvement Support Team's work will be reported to the Recovery Programme Board and it is intended to seek current employees who following this change management experience will assist the wider Council in its transformation journey.

5. **Governance Arrangements**

5.1 The Directorate will meet monthly with the **Care Quality Commission** with the next meeting arranged for the 16th September. This meeting will also be attended by colleagues from the Government Office, and when appropriate, colleagues from the Care Services Efficiency Delivery Programme, and will closely monitor the recovery and improvement progress made.

5.2 The Directorate will continue to report to the **Social Care, Health and Housing Overview and Scrutiny Panel** within the corporate performance monitoring framework.

5.3 The Council recognises the importance of its adult social care services and so in addition to the above means of performance monitoring is proposing to establish bespoke governance arrangements to secure the delivery of the recovery of adult social care services in Central Bedfordshire.

5.4 **Recovery Programme Board**

It is proposed that a Recovery Programme Board is chaired by the Chief Executive comprising of: Director of Social Care, Health and Housing; Director of Corporate Resources; Director of Business Transformation, and, the Assistant Directors of the Social Care, Health and Housing Directorate. Other officers would be involved as appropriate. It is apparent that the support and involvement of the whole Council is required to deliver the improvements to adult social care services and that it is not solely the responsibility of the Social Care, Health and Housing Directorate.

5.5 The Recovery Programme Board would meet monthly with the first meeting in August and would oversee the delivery of the Recovery Programme Plan and determine when areas of concern had been adequately addressed and thus able to move out of recovery.

5.6 It is proposed that the Recovery Programme Board, through the Chief Executive and Director of Social Care, Health and Housing will report to a Member Reference Group.

5.7 Members Reference Group

It is proposed that a Members Reference Group of the Executive comprising the Leader, Deputy Leader, Portfolio Holder for Adult Social care and Health and the Portfolio Holder for Corporate Resources be established to oversee and monitor the delivery of the recovery programme. Other members could be invited to attend meetings as appropriate. It is not intended that formal decision making powers be delegated to the Group but that it would make recommendations to the Executive, as appropriate. It is further suggested that the Members Reference Group meets bi-monthly.

6. Conclusion and Next Steps

- 6.1 The Council's adult social care services face a very significant journey over the coming months and years and recovery needs to be addressed to enable the challenging improvement agenda to be delivered whilst preparing for the transformation of adult social care.
- 6.2 The Council's staff, partners and key stakeholders see the establishing of Central Bedfordshire Council as a new start and a great opportunity to ensure that the improvements to outcomes are delivered for the vulnerable members of the community.

CORPORATE IMPLICATIONS

Council Priorities:

- To support and care for our ageing population
- To promote healthier lifestyles
- To create safer communities

Financial:

Further work is being undertaken on determining the adult social care budgets as referred to in the Budget Monitoring Report on the Executive agenda.

Legal:

None as a result of this report.

Risk Management:

The Council's overall reputation and performance assessment would be at risk if it is not aware of the challenges presented by the performance of its adult social care services.

Staffing (including Trades Unions):

None

Equalities/Human Rights:

None

Community Safety:

None

Sustainability:

None

Appendices:

Appendix A – Draft Recovery Programme Plan

Background Papers

Performance Summary Report of 2007/08 Annual Performance Assessment of Social Care Services for Adults Services for Bedfordshire County Council

Location of papers: Priory House, Chicksands