

WIRRAL COUNCIL

HEALTH AND WELL-BEING OVERVIEW AND SCRUTINY COMMITTEE:  
19<sup>th</sup> JANUARY 2010

REPORT OF THE DIRECTOR OF ADULT SOCIAL SERVICES

**CARE QUALITY COMMISSION ANNUAL PERFORMANCE ASSESSMENT  
2008/09**

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***Executive Summary***

*This report details the judgements of the Care Quality Commission (CQC) following the Annual Performance Assessment of the Department of Adult Social Services.*

*The overall judgement of CQC is that Wirral Council is performing **well**, which is defined as 'consistently delivering above the minimum requirements for people'. This items falls within the Social Care and Inclusion portfolio.*

**1 Background**

- 1.1 The Director of the Department of Adult Social Services (DASS) is expected to take the report to an open meeting of the relevant executive committee of the council by 31st January 2010 and to advise the Care Quality Commission of the date that this will take place. This report is to be presented to Cabinet which next meets on the 4<sup>th</sup> February 2010.
- 1.2 The council should make the report available to members of the public at the same time and they must copy this grading letter and report to the council's appointed auditor.
- 1.3 The Annual Performance Assessment (APA) report outlines the findings of the 2009 Annual Performance Assessment process for Wirral Council. The grades outlined in the APA report are an overall grade for delivering outcomes and a separate grade for each of seven outcomes. The commentary on the two domains of leadership, use of resources and commissioning were directly transferred to the Comprehensive Area Assessment (CAA) from the APA report.

**2 Summary Report**

- 2.1 Appendix one provides the report from the Care Quality Commission with the detailed grading for each outcome.
- 2.2 The Summary report will be used within the Department of Adult Social Services to address key areas of development, and will form the basis of agenda items for discussion at the Routine Business Meetings held with

the CQC. The areas where services need to be developed to improve performance are included in the draft DASS Business Plan for 2010-11.

### **3 Financial Implications**

3.1 There are no implications arising directly from this report.

### **4 Staffing Implications**

4.1 There are no specific staffing implications arising from this report.

### **5 Equal Opportunities Implications/Health Impact Assessment**

5.1 The implementation of the Departments Departmental Plan will have positive equal opportunities impact.

### **6 Community Safety Implications**

6.1 There are no implications arising from this report.

### **7 Local Agenda 21 Implications**

7.1 The implementation of the Departments Departmental Plan will have a positive impact on the local agenda 21.

### **8 Planning Implications**

8.1 There are no specific planning implications arising from this report.

### **9 Anti Poverty Implications**

9.1 The implementation of the Departments Departmental Plan will have a positive anti-poverty impact.

### **10 Social Inclusion Implications**

10.1 The implementation of the Departments Departmental Plan will have a positive impact on social inclusion.

### **11 Local Member Support Implications**

11.1 There are no local member support implications arising from this report.

### **12 Health Implications**

12.1 There are no health implications arising from this report.

### **13 Background Papers**

13.1 Comprehensive Area assessment Judgement December 2009

## **14 Recommendations**

- (1)** That members are asked to note the judgement from the Care Quality Commission.

**JOHN WEBB**  
**Director of Adult Social Services**

Name – Rachel Hughes  
Title – Principal Manager Performance  
ext no 5135

Date 23<sup>rd</sup> December 2009



**Annual Performance Assessment Report  
2008/2009**



**Adult Social Care Services**

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**Council Name:** Wirral

This report is a summary of the performance of how the council promotes adult social care outcomes for people in the council area.

The overall grade for performance is combined from the grades given for the individual outcomes. There is a brief description below – see Grading for Adult Social Care Outcomes 2008/09 in the Performance Assessment Guide web address below, for more detail.

**Poorly performing** – not delivering the minimum requirements for people

**Performing adequately** – only delivering the minimum requirements for people

**Performing well** – consistently delivering above the minimum requirements for people

**Performing excellently**- overall delivering well above the minimum requirements for people

We also make a written assessment about

**Leadership** and

**Commissioning and use of resources**

Information on these additional areas can be found in the outcomes framework

To see the outcomes framework please go to our web site: [Outcomes framework](#)

You will also find an explanation of terms used in the report in the glossary on the web site.

**Delivering Outcomes Assessment**

**Overall** Wirral council is performing:

**WELL**

Outcome 1:

[Improved health and well-being](#)

**The council is performing**

**Well**

Outcome 2:

[Improved quality of life](#)

**The council is performing**

**Well**

Outcome 3:

[Making a positive contribution](#)

**The council is performing**

**Well**

Outcome 4:

[Increased choice and control](#)

**The council is performing**

**Adequately**

Outcome 5: <a href="#">Freedom from discrimination and harassment</a>	<b>The council is performing</b>	<b>Well</b>
Outcome 6: <a href="#">Economic well-being</a>	<b>The council is performing</b>	<b>Well</b>
Outcome 7: <a href="#">Maintaining personal dignity and respect</a>	<b>The council is performing</b>	<b>Adequately</b>

*Click on titles above to view a text summary of the outcome.*

## **Assessment of Leadership and Commissioning and use of resources**

### **Leadership**

The council is committed to transforming adult social care to improve outcomes for the citizens of Wirral; this is supported by the reported political and corporate backing for the change agenda. There has been increased investment in early intervention and prevention during the year with an increased number of people accessing low level services that enable them to maintain their independence.

Departmental priority setting is aligned with corporate plans and there are clear links with the work of the Local Strategic Partnership. The council is working on wide-ranging structural and system change to accommodate a move to locality based working. The culture of the workforce is also being addressed to provide the council with the capability and capacity needed to achieve its ambitious programme of reform. The council acknowledges it needs to have performance management systems in place that will evidence improved outcomes for people who use services and for their carers.

#### **What the council does well:**

- There is leadership commitment to transform social care
- The strategic direction is underpinned by close links with the Local Strategic Partnership and appropriate priority setting within the Local Area Agreement
- Progress in the development of preventative arrangements

#### **What the council needs to improve:**

- To continue to progress the Transforming Adult Social Care (TASC) programme
- In partnership with health to continue to implement and further develop a whole systems approach to workforce development.
- To continue to progress the required culture change within the workforce to support personalisation.
- To develop performance management systems to deliver appropriate, outcome focused information to inform practice

## **Commissioning and use of resources**

There is a shared commitment with NHS Wirral to continue to integrate services to address longer term and emerging health and social care needs and this is reflected in the restructuring of the department. The Joint Strategic Needs Assessment provides the basis for future, targeted joint initiatives that are fit for purpose. The Wirral Integrated Service Partnership (WISP) has informed joint commissioning plans. Following public consultation a model of integrated locality commissioning has been developed. This has been used to develop a locality based falls service and family support services for people who have suffered a stroke during the year. The council has made progress in the implementation of the Joint Commissioning Strategy for Older People. Gaps in service provision remain for older people with mental health needs and for people at the end of their life; plans are in place to address these gaps during 2009-10. There is evidence of the engagement of carers and people who use services in the development of commissioning strategies.

The council is making progress against a complex and fast moving national programme of change with many local challenges, including demographic issues and continuing health inequalities. The delivery of this ambitious programme of reform within available resources at the same time as achieving budgetary savings remains challenging. The council reported an overspend of £4.1 million on Learning Disability Services during the year and acknowledges the need to manage the budget within a framework that manages risk and delivers high quality packages of care to people with a learning disability.

Work continues to be undertaken with providers to align service provision with the Transforming Adult Social Care programme. Overall, there has been an improvement in the quality of the residential and domiciliary care commissioned by the council. The fees paid to nursing homes were benchmarked against other councils during the year that resulted in a reduction to payments made, which equate to an annual efficiency saving of £400k.

### **What the council does well:**

- There has been good progress in using the Joint Strategic Needs Assessment to inform joint work on developing the commissioning of services that better meet people's identified needs.
- There are strong relationships with health, which have the potential to deliver better outcomes for the people of Wirral.
- Work with carers and people who use services ensures their engagement in the design, delivery and review of services.
- The development of a locality model to address the specific needs of communities

### **What the council needs to improve:**

- To use all available resources effectively and efficiently to deliver sustained change and improvement

- To continue to develop capacity to prioritise the timely delivery of local and national imperatives.
- To further develop plans for increased integration of health and social care services within localities
- To implement the carers commissioning strategy

## Summary of Performance

The council and its partner's capacity to **improve health and emotional wellbeing** are enhanced by their understanding of the health profile of the borough and this has been informed by the Joint Strategic Needs Assessment (JSNA). Partners recognise that health inequalities exist: across geographical areas; for minority communities; for people with long term conditions and for people with a disability or mental health needs. The council has reported an intention to work with partners on an integrated locality model that is designed to address the health inequalities of the most deprived communities. Wirral has a Harm Reduction Strategy for Alcohol. In addition, there has been a reduction in the rate of hospital readmissions for alcohol related harm.

People who use services in Wirral have access to relevant and timely information to promote their health and well being. A number of initiatives including: Health Action Areas, Health Trainer Networks and Wirral Working 4 Health have been launched during the year to promote healthy lifestyles. There is an acknowledgement of the need to ensure that information is available in formats that are accessible to hard to reach groups. There is a commitment to implement a Communication and Marketing Strategy during 2009-10 and to monitor its impact. Work is also taking place to promote healthy eating within the borough.

The Home Assessment and Reablement Team (HART) has been expanded during the year and now incorporates referrals from the community. The council can demonstrate that a high percentage of people who accessed the enhanced reablement service during the year were able to achieve independence without the need for ongoing intensive support. There has been a reduction in the number of people being admitted to long term residential care and the council has met its target to reduce the number of delayed discharges from hospital.

A Palliative Care Social Worker is now deployed in NHS Wirral's primary care community team. The multi-disciplinary team works to support people at the end of their lives and partners have given a commitment to introducing the Gold Standard Framework. It is acknowledged that further work is necessary to ensure that at the end of life people have their wishes respected. Improving opportunities for people to exercise choice about how they access and use end of life care remains a priority.

In order to **improve quality of life**, the council continues to work with partners to increase choice and opportunity within the borough as part of the preventative agenda. The council and its partners have worked to increase the range of available services and to improve performance in a number of areas. There has been improved performance in the waiting times for both minor and major



adaptations although further work is required. A jointly funded community equipment loans store operates throughout the borough and work has been undertaken on the feasibility of adopting a retail model. The provision of Telecare has exceeded the planned target. The implementation of an integrated falls service has resulted in an increase in referrals during the year. To promote and sustain the independence of people who access community based services the council acknowledges the need to demonstrate quality of life outcomes across the range of provision in the borough.

The council has made progress in meeting the needs of carers. More carers have received a needs assessment or review leading to the provision of a specific carers' service, or advice and information. There is a reported increase in the number of carers accessing grant funded services. However, the council reports difficulty in making contacts with hard to reach carers. There has been consultation on the Carer's Commissioning Strategy with proposed implementation during 2009-10.

The council continues to promote and increase social and leisure opportunities within the borough for people who use services and for their carers. Work continues to address barriers that prevent people from having a social life.

The Joint Strategic Needs Assessment has identified the specific needs of people with autistic spectrum disorder and the council recognises the challenges that are related to providing local specialist services for people with high and complex needs. A post was created in January 2009 to take forward the Valuing People Now agenda and work is in progress to ensure that young people with complex needs are identified at an early stage so that suitable services can be offered to them in a timely and person centred way. The impact of this work will be reviewed during 2009-10.

In order to ensure that people can **make a positive contribution** the council continues to encourage the active involvement of people who use services and their carers in the development, planning and review of services. A commitment has been given to develop and implement a Community Engagement Strategy to provide a comprehensive approach to engagement. Work continues to support people to take part in the life of their local communities. Carers and people who use services are represented on the Learning Disability Partnership Board, the Older People's Implementation group and the Mental Health Implementation Team. Thirty three people are involved in formal governance meetings with the council inclusive of adult social care. The council needs to be able to demonstrate an inclusive approach to engagement by including people from hard to reach and minority groups.

Wirral LINK was established during the year and is hosted by Voluntary and Community Action Wirral (VCAW). The LINK in Wirral provides the opportunity to strengthen the voice of people who use social care services. As part of its governance structure the council continues to be proactive in supporting the LINK.

The council has reviewed service specifications and contractual arrangements relating to services commissioned by the voluntary sector. Increased funding to the sector during the year demonstrates the council's commitment to promoting a more diverse and active sector. Whilst the council currently has no plans to expand the number of volunteers it acknowledges the contribution volunteering makes to transforming adult social care services. It is anticipated that a move to locality working will stimulate further engagement.

Evidence demonstrates that during the year people exercised **increased choice and control** in decisions that affected their day to day lives. A survey during 2009 found that 82.2% of the people who used services felt in control of their lives. Performance on self directed support is not yet underpinned by the necessary systems to ensure that roll out is sustainable. The council reports a cautionary approach to the development of a resource allocation system. A total of 17 individuals are now trialling individualised budgets as part of a pilot initiative. Performance in developing self directed support has deteriorated during the year and remains lower than comparator councils and the national average. Whilst the council is able to demonstrate that other aspects of the personalisation agenda are being progressed it is important that self directed support is delivered in a timely way to ensure the people of Wirral continue to have increased choice and control.

The council continues to improve performance on the timeliness of social care assessments and the delivery of care packages. Performance on the delivery of care packages in Wirral is above that of comparator councils and the national average. However during the year performance on undertaking reviews has deteriorated. The council needs to be able to review care packages in a timely way so that it is in a position to demonstrate the efficient and effective use of its finite resources. The council has set a target of 100% for people being provided with a copy of their support plan. At the end of 2008-09 a target of 99.2% was achieved.

The level of funding of advocacy for people with a learning disability remains lower than comparators. An area for development from 2007-08 was to demonstrate improved outcomes for people as a result of enhanced contract monitoring of the local advocacy services. Whilst advocacy services have been reviewed during the year, as yet, there is no evidence of improved outcomes. The council needs to demonstrate that people who are not able to express their needs and wishes without advocacy support are not discriminated against.

The council along with NHS Wirral were 'Early Adopter' sites within the Department of Health's Making Experiences Count Project. The overall rate of complaints remains high in Wirral; however progress has been made to respond to complaints in a timely manner. Learning from complaints is routinely undertaken and is used to inform changes to service delivery.

Wirral continues to work at Level 2 of the Local Government Equality Standard. The council did not achieve Level 3 following validation by the Improvement and Development Agency (IDeA) and is currently preparing for reassessment. The Equality and Diversity Strategy and associated Action Plan 2009-12 were out for consultation during the year with the reported commitment to ensure people have

**freedom from discrimination and harassment** across all work streams. Equality and diversity training has been accessed by 46% of staff working in adult social care. The council needs to ensure that the learning translates into improved outcomes for people who use services. Equality Impact Assessments have assisted the council to identify barriers to access to services.

Work has been progressed to improve access for people from black minority and ethnic communities. NHS Wirral has funded a community development service to work specifically with people from these communities. The council is working with the Wirral Ethnic Health Advisory Group and has reported that a service evaluation is to take place during 2009-10 to highlight gaps in services and barriers to access for people with mental health needs who live in the black minority ethnic communities. The impact of this work will be reviewed during 2009-10.

The council's eligibility criteria continue to be set at substantial and information is widely available in a range of formats. People are also able to learn about the council's charging policy. Wirral intends to develop a Customer Access Strategy during 2009-10 to provide targeted information to minimise barriers to access. There are plans in place to move to locally based integrated access teams. The teams will be co-located with health colleagues to promote integrated working and will provide a single point of access for referrals to general practitioners together with a range of services accessed through a central advice and duty team (CADT). The council acknowledges the need to build this work into the Joint Strategic Needs Assessment and also to consider linking the new model into local democracy in its widest sense. This work is an area for ongoing review and monitoring during 2009-10.

Policies and procedures are in place to deal with discrimination and harassment to protect both people who use services and employees. Work continues to improve people's perception of community safety.

The council continues to pay attention to promoting **economic wellbeing**. During the year performance on supporting adults with a learning disability into employment was low relative to comparator councils and the national average. The council reports continuing work to progress increased support to carers who are currently in employment together with those who wish to return to work. This is an area for ongoing development and review during 2009-10.

The stated priorities for 2009-10 are to contribute to the corporate objective to address "worklessness" together with a targeted programme to create more job opportunities in social care and to expand vocational training opportunities. The council reports that it is a member of the Mindful Employer scheme and also works in partnership with Wirral Metropolitan College, Lifelong and family learning, JOBS and Connexions to develop a 26 week course to open up work opportunities for people currently excluded from the job market. The council has detailed its achievements in encouraging people back into voluntary and paid employment but has not provided evidence to demonstrate sustained outcomes for individuals. The ability to progress an inclusive approach to employment is integral to enabling people who use services to be independent and to have a

sense of self worth. During 2007-08 the council gave a commitment to forge links with relevant agencies and local businesses to promote good practice. It has not provided any evidence of work with the local business community during the year to explore potential employment opportunities.

Wirral welfare rights unit is available to all local people. It is reported that the public can access the service via public telephone lines, the drop in service, a web site or by making a referral via other council staff. The overall objective is to provide support to individuals to help them maximise their benefit entitlement. The unit has reviewed its practice with the stated intention to resolve issues by giving timely and accurate advice thus negating the need for staff to provide representation at a later stage. This potentially empowers people to manage their financial affairs independently and in confidence. However in such cases the unit is not subsequently able to verify the financial gains for individuals. During the year detailed advice was provided to over 500 people and general advice to over 3,500 with £718,000 verified gains.

The council operates a multi agency approach with regard to safeguarding with the aim of treating people with **dignity and respect**. The council continues to report that stakeholders are represented at a senior level on the Adults Safeguarding Board. During the year the council reported that the revised Wirral Multi-Agency Safeguarding Adults Policy and Guidance had been ratified by the Safeguarding Adults Partnership Board. A review was also undertaken of the safeguarding arrangements. Members from the Older People's Parliament and the Direct Payments Group together with the Cabinet Lead were involved in the work of the review team. A number of recommendations were made by the group and an action plan is to be implemented during 2009-10. During the year the number of safeguarding referrals, at 1,099, was similar to 2007-08. The rate of referrals however was higher than in comparator councils and the national average. The number of referrals that were initiated by partner agencies was higher than in comparator councils, this perhaps being an indication of better awareness levels. During the year performance on completing cases deteriorated significantly. The level of performance raises issues about the speed of response to the needs of people who find themselves in a potentially abusive situation and, as the council has recognised, suggests that additional resources are required to ensure work is dealt with in a timely way

The council reports that 554 members of staff received basic safeguarding training during the year with 55% of all relevant staff receiving necessary training. Performance was below the planned figure for the year. The council should seek to reassure itself that staff training is leading to improved outcomes for people and that any identified learning needs are promptly addressed.

Evidence of progress against the dignity in care agenda is limited. The council reports an intention to develop joint initiatives with social care and community nursing teams to promote dignity in care during 2009-10. It is an important priority to ensure that people who are dependent on others for all aspects of their care

have their stated needs and wishes respected in a timely way regardless of where they live. This is an area for further monitoring and review during 2009-10.

## **Outcome 1: Improved health and well-being**

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**The council is performing Well**

### **What the council does well:**

- The provision of accessible & targeted public information to help people to understand how to stay healthy and maintain their emotional well-being
- A Health Inequalities Plan is in place with appropriate national and local targets
- The use of the Home Assessment and Reablement Team to enable people to be independent
- Promotion of healthy eating within the borough

### **What the council needs to do to improve:**

- To finalise and implement the Communication and Marketing Strategy and monitor its impact
- To continue to work in partnership with health to ensure effective discharge planning and information is in place for older people
- To progress planned work to commission a community based Neurological Rehabilitation Service
- To continue to progress work to demonstrate a reduction in health inequalities within the borough
- To demonstrate effective end of life services are in place

## **Outcome 2: Improved quality of life**

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**The council is performing Well**

### **What the council does well:**

- The level of progress in helping people to remain at home by the continued development of community services
- Effective use of assistive technology to improve people's quality of life and independence
- The development of the locality model to identify local needs, target services and reduce inequalities
- Work to reduce social inclusion
- Carers' access to assessment, review and services

### **What the council needs to do to improve:**

- To implement the Carers' Strategy
- To develop monitoring systems to collate qualitative information to evidence outcomes for people who use services and their carers
- To continue to review and develop services in line with the Valuing People Now agenda
- To continue to reduce waiting times for major and minor adaptations.

### **Outcome 3: Making a positive contribution**

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**The council is performing** **Well**

**What the council does well:**

- The involvement of people who use services and carers in the development and review of services
- People who use services and carers are supported to take part in community life
- The provision of funding to Voluntary and Community Action Wirral (VCAW) to promote a thriving third sector
- Governance arrangements for the Learning Disability Partnership Board (LDPB) and the Mental Health Local Implementation Team (LIT)

**What the council needs to do to improve:**

- To continue to support the Local Involvement Network.
- To promote voluntary opportunities for carers and people who use services and to further increase the use of volunteers in social care settings
- To develop and implement the Community Engagement Strategy
- To increase engagement with hard to reach and minority groups.

### **Outcome 4: Increased choice and control**

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**The council is performing** **Adequately**

**What the council does well:**

- Timely delivery of assessments and care packages
- Improvements to the range and availability of public information
- Progress on responding to complaints in a timely manner

**What the council needs to do to improve:**

- To continue to increase the usage of self-assessments
- To improve performance on reviews
- To increase the use of self directed support
- To develop an outcome focused monitoring system for advocacy services
- To review and develop out of hours provision

### **Outcome 5: Freedom from discrimination and harassment**

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**The council is performing** **Well**

**What the council does well:**

- Published eligibility criteria in a range of formats

**What the council needs to do to improve:**

- To engage with black and minority ethnic communities to identify barriers to access and provide targeted services to meet their needs
- To continue to work towards Level 3 of the Local Government Equality Standard with a view to attaining 'achieving' status on the Equality Framework for Local Government
- To finalise and implement the Customer Access Strategy

**Outcome 6: Economic well - being**

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**The council is performing** **Well**

**What the council does well:**

- Effective joint protocols with health for continuing health care
- The work of the Welfare Rights Unit in managing debt and maximising income

**What the council needs to do to improve:**

- To progress support, advice and brokerage for the management of self directed support
- To continue to increase the choice and range of employment opportunities that are available within the borough for all people who use services including carers

**Outcome 7: Maintaining personal dignity and respect**

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**The council is performing** **Adequately**

**What the council does well:**

- Its review of safeguarding policy and guidance
- Its targeted campaign to raise public awareness of safeguarding
- The representation from people who use services on the Safeguarding Adults Partnership Board

**What the council needs to do to improve:**

- To ensure the effective and timely completion of all outstanding safeguarding referrals
- To ensure appropriate levels of training for both council and independent sector staff to ensure effective outcomes for people who access the safeguarding system
- To develop the performance management system for safeguarding to ensure data is accurate and timely to inform practice
- To engage members with safeguarding protocols
- To demonstrate capacity and capability to address safeguarding issues



- To implement the action plan arising from the Safeguarding Review
- To progress the dignity in care agenda