

CONFIDENTIAL: EMBARGOED UNTIL 2 DECEMBER 2009

Council Name: York

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 York council is performing:

WELL

Outcome 1:

[Improved health and wellbeing](#)

The council is performing: **Adequately**

Outcome 2:

[Improved quality of life](#)

The council is performing: **Adequately**

Outcome 3:

[Making a positive contribution](#)

The council is performing: **Well**

Outcome 4:

[Increased choice and control](#)

The council is performing: **Adequately**

Outcome 5:

[Freedom from discrimination and harassment](#)

The council is performing: **Well**

Outcome 6:

[Economic wellbeing](#)

The council is performing: **Well**

Outcome 7:

[Maintaining personal dignity and respect](#)

The council is performing: **Well**

Assessment of Leadership and Commissioning and use of resources

Leadership

The council has demonstrated its capacity to achieve improvement during 2008-09. There has been improved performance during the assessment year especially in addressing the recommendations from the July 2008 Independence, Wellbeing and Choice service inspection. Housing and Adult Social Services has reviewed its own management structure and achieved stronger alignment of senior roles to the changes it needs to make to deliver improved quality of life and services, which promote independence and choice for the people of York. The council's corporate management team has supported this and ensured that health and social care issues continue to be prioritised across the council. There has also been corporate and political support in building safeguarding arrangements, which better protect people in vulnerable situations.

However, the council still faces a challenging agenda and recognises the need to continue to improve performance in areas where the delivery of improved outcomes is not in line with the performance of similar councils. There is also a great deal to do to ensure that transformation plans are comprehensive and that they link with those of partners. The council has demonstrated that in a number of areas the necessary structures, systems, revised policies and procedures are being put in place that provide the council with the potential to demonstrate improved outcomes for people during 2009-10

The council has continued to ensure that there is wide ranging engagement with people who use services, the wider community and other stakeholders to inform their plans and service development. Action has been taken to better define the council's vision for adult social care and ensure priorities are agreed and reflected in planned improvement with partners. The Joint Strategic Needs Assessment is in place and there is evidence that it is used to inform planning and priorities. Housing and Adult Social Services are working with the Institute for Public Care and health partners to define longer-term ambitions, strategic direction and priorities for joint working.

A workforce strategy is now in place and skills development and training are aligned to the council's planned service transformation. Work is being undertaken to develop a professional development pathway for staff within assessment and personalisation. The council acknowledges that this needs further development. Performance management has improved during 2008-09, delivering changes in areas where underperformance has proved challenging in the past. However it is recognised that this has to be underpinned by the implementation of planned structures and processes to support a continued trajectory of improvement.

Commissioning and use of resources

The council continues to ensure that the views of citizens are taken into account and that people who use services and their carers influence planning, the delivery of services and commissioning priorities. The Joint Strategic Needs Assessment is in place and has informed both the emerging vision for health and social care and the development of joint commissioning activity with the PCT and other partners in 2008-09. There has been progress in some areas such as the jointly commissioned vision and strategy for mental health and the long-term commissioning of preventative services but much remains to be done to deliver joint commissioning arrangements, which achieve continuous improvement in outcomes for people. Work has been undertaken to consolidate the position and build

relationships, together with the structures and processes, which should facilitate improved joint commissioning and delivery in 2009-10.

The council has also continued to work with partners and independent providers to improve quality within the social care market and prepare services to provide more personalised care. Additional staff have been put in place to support market development and service change. Quality monitoring of commissioned services has been improved with more customer involvement and information is published to support customer choice. However these changes have not yet shown any significant impact on the quality of care commissioned for people within the city.

Housing and Adult Social Services plans for change and improvement are being progressed and delivered with continued low per capita spend on social care and in the context of continuing pressures to achieve savings. The council demonstrates commitment to transform local services but needs to consider how it is to achieve an appropriate balance between delivering the real change that people say they want within a finite budget whilst also managing all of the associated risks.

Summary of Performance

There has been improved performance during the assessment year especially in addressing the recommendations from the July 2008 Independence, Wellbeing and Choice service inspection. Housing and Adult Social Services has implemented its action plan to address identified shortfalls in performance and have also generally improved in the delivery of services to people. In some areas this means the council is now performing as well as similar councils but in other areas, though improved, it is still not performing as well. The council recognises the need to continue to improve performance in areas where the delivery of improved outcomes is not in line with the performance of similar councils.

With regard to **promoting health and wellbeing**, information and advice are available and campaigns to promote healthy lifestyles and reduce health inequalities are based on analysis of needs and targeted at groups and areas where need is greater. These campaigns are beginning to demonstrate some improved outcomes for people who use services. However the promotion of healthy lifestyles within the wider community is not as yet demonstrating any positive impact and in some areas, such as the promotion of physical activity, is falling back. The number of people whose hospital discharge is delayed due to social care not being available has continued to improve and is now lower than for similar councils. Performance on achieving independence for older people through rehabilitation and intermediate care is also improving but the numbers of older people admitted to permanent care home places continues to increase indicating that more needs to be done in this area. The council's own residential facilities provide meals which meet nutritional requirements for promoting health and special dietary requirements. This is not the position in services the council commissions within the independent sector, where the proportion of homes for older people meeting these standards is below the national average. This means that people's needs and preferences may not be met and the council need to ensure this improves in 2009-10. End of life care support is available both within residential settings and at home, but this is an area of practice which requires further development.

The council's contribution to promoting a good **quality of life** has improved in 2008-09. The council is working with health and other agencies to provide a range of preventative services across the city. Advice and support is available at an early stage to help people

maintain their quality of life and prevent loss of independence. A team of Community Facilitators is now in place to help develop more community services to support people and to help people in practical ways to access these services. People are being supported to maintain their independence but the council needs to do more to reduce the numbers of older people moving into residential care. The council provides appropriate technology to support independence but levels of provision need to increase so that more people can benefit. Equipment and minor adaptations to support people is delivered quickly but it still takes too long to complete major adaptations which will help people have a better quality of life at home. More people with learning disabilities are receiving services in the community and being helped to live in their own homes. People with more complex needs are also being helped to live independently and to choose which services will best support their individual needs. The council is helping more carers to improve their quality of life. More direct payments are being used by carers so that they can choose services and support which best suit their circumstances. The level of services provided by the council for carers has improved but remains low and the council needs to ensure that more carers benefit from support in 2009-10.

People who use services and their carers are being well supported to use local services within the community. Support plans are personalised and flexible and address social activity, leisure and learning. Mainstream local services are increasingly accessible and inclusive. However, more effort is needed to ensure that people in care homes have access to appropriate leisure and learning opportunities within the community.

The council has continued to encourage and enable people who use services to take part in community life and **make a positive contribution**. There are increasing opportunities and better support for people who use services to enable them to take part in community life. The development of a number of "Changing Places" where people can have their personal needs attended to in privacy and with dignity, has opened up a number of cultural and leisure opportunities across the city for people with more complex needs. The council encourages people who use services and carers to make their views known and uses this information to improve services. People can get support from advocates to help them make their views known where they want this. People are also supported to contribute to groups and meetings which are held by the council to help them plan and develop services. The council is less good at giving feedback to people about the difference their contribution has made to improving services and needs to think about ways in which it can do this. The council has continued to support voluntary groups, particularly in providing low level services to support people across the community, and people who use services and their carers are encouraged to join these.

With regard to promoting **choice and control**, advice and information about support are available and help people consider and make choices about their options. Trained advocates are available to support people to make decisions about their care. It is easier for people to contact the council including in emergencies or outside office hours. Assessments of need are available to all who want this but are not always completed quickly. The council is also not delivering as many support packages promptly after assessment as they did last year, which means more people have to wait longer to get the care they need. The council now does more reviews of people's needs to make sure that the care and support they have is still suitable. People are benefiting from personalised support plans and services which look at people's wishes about what care they want and how it will be provided. More people are using individual budgets and direct payments to increase their choice and control about the services they receive and the council plans to make this available to more people in future. Levels of assessment and support to carers has improved in 2008-09 but is still below the levels provided by other councils and needs

to continue to improve. The council listens to peoples' complaints and takes action to make services better as a result of what people tell them.

The council continues to take a positive approach to promoting **freedom from discrimination and harassment**. There is fair access to care services. People are clear about what services the council will provide and are helped to find other services where they don't qualify for help from the council. The council also continues to ensure that people from different cultural groups have equal access to assessment and services and that adjustments are made to ensure any services provided meet peoples needs. The council has a positive focus on developing safer communities and crime reduction. The Safer York partnership monitors reported incidents of harassment. But the council needs to be clearer about what action it takes to support people and how it plans to reduce harassment.

The council continues to contribute to **economic wellbeing** by ensuring that information and advice are widely available to help people to maximize their income and deal with debt. The council has also ensured that advice about fuel poverty and initiatives to improve energy efficiency and reduce cost are available. Training, preparing for work and support when doing the work are available to assist people who use services to obtain and maintain employment. Some choice is available through sheltered schemes but more needs to be done to help people access to mainstream employment Carers are assisted to maximizing their income and support is available and flexible to meet employment and family needs and preferences.

In relation to **promoting dignity and respect**, the council has addressed all the shortfalls identified in the Independence, Wellbeing and Choice service inspection in July 2008. There are now structures, policies and procedures in place which are fit to promote the protection of people in vulnerable situations. York has now set up its own Safeguarding Adults Board and partner agencies are working with the council to support this. The council monitors the amount and quality of the work it does in safeguarding people and plans to use this information to continue to improve the service. Monitoring and evaluation systems and processes are in place at the case work and strategic levels. There has been an increase in referrals of incidents which is evidence that the public are more aware of how to act when they have concerns. And the council deals with these reported incidents quickly to help keep people safe. Training for council staff is increasing, but the training that is made available to staff in the independent sector needs to increase so that the council can be more sure that people using those services are safe. (The work the council has done has establishes a sound base to keep people safe but it is not possible to be sure that these improved levels of protection or the learning that has taken place improved outcomes for people who accessed the safeguarding system in 2008-09.) The council has ensured that people using its services are treated with dignity and respect but it needs to do more to ensure that the services it commissions for people from the independent sector also meet these standards. The council has worked effectively to implement the Deprivation of Liberty safeguards to ensure that peoples' rights are protected.

Outcome 1: Improved health and wellbeing

The council is performing: **Adequately**

What the council does well.

- The council provides a wide range of helpful information and advice on healthy lifestyles
- The council uses information to target health campaigns to those with greater health and social care needs
- The council reviews people's needs to ensure the services they receive are still appropriate
- The council promotes independence for older people through rehabilitation and intermediate care services

What the council needs to improve.

- The council needs to increase levels of physical activity within the general population to promote healthier lifestyles
- The council needs to streamline pathways for intermediate care arrangements with health partners and improve its monitoring of the impact and outcomes of these services for people
- The council should continue to reduce delayed discharges from hospital
- The council needs to reduce the numbers of older people being permanently admitted to residential placements
- The council needs to improve its work to promote healthy eating and ensure that nutritional needs are met within the services it commissions in the independent sector
- The council should continue to improve palliative care arrangements to ensure people have real choice from a range of quality options to meet their end of life care needs

Outcome 2: Improved quality of life

The council is performing: **Adequately**

What the council does well.

- The council provides Community Facilitators to help develop low level services within the community and help people access these services
- The council provides support to help people live independently
- The council delivers equipment and minor adaptations quickly to help people maintain their independence and quality of life at home
- The council is providing more direct payments to carers to enable them to access personalised support that best meets their circumstances

What the council needs to improve.

- The council needs to continue to increase the availability of low level grant funded and universal services to meet people's needs
- The council needs to reduce the numbers of older people in permanent residential care placements
- The council needs to Increase the levels of provision of telecare so that more people can benefit from this support
- The council needs to continue to reduce the time it takes to complete major adaptations which people need to support their quality of life and independence at home
- The council needs to continue to improve the level of services for carers and to identify more carers who may need support
- The council needs to ensure that people living in residential care have opportunities to access local leisure and learning facilities

Outcome 3: Making a positive contribution

The council is performing: **Well**

What the council does well.

- The council has a commitment to developing "Changing Places", which is opening up the city and cultural and leisure opportunities to people with more complex needs
- The council is supporting the growth of citizen advocacy in learning disability services and encouraging people with learning disabilities to participate and represent others in the development of plans and services.
- The council is working with the local LINKS to develop opportunities for people who have experienced a safeguarding referral to give feedback about their experience and how it could be improved

What the council needs to improve.

- The council needs to develop more opportunities for people to assess their own needs
- The council needs to find ways to provide feedback to people about the way their views are used to improve services

Outcome 4: Increased choice and control

The council is performing: **Adequately**

What the council does well.

- People have access to assessment of their needs when they want it
- The council is reviewing more peoples' needs to make sure that the care they receive is still suitable for them.
- The council has made sure that advocates are available to help people make decisions

- The council provide a full range of support that people need to live independently
- The council is making personal budgets and direct payments available to more people and carers have benefited from this in 2008-09

What the council needs to improve.

- The council needs to complete more assessments of peoples needs more quickly and deliver services to support people promptly
- The council needs to continue to increase the levels of assessments and services for carers
- The council needs to continue to make personal budgets available so that all people can benefit from them

Outcome 5: Freedom from discrimination and harassment

The council is performing: **Well**

What the council does well.

- The council ensures that its eligibility criteria are clear and that people who don't qualify for support are helped to find the services they need
- People across all groups have equal access to assessment and services

What the council needs to improve.

- The council needs to continue to work towards meeting the new equalities framework
- The council should monitor progress against its targets to reduce discrimination and harassment and use this information to improve future planning

Outcome 6: Economic well - being

The council is performing: **Well**

What the council does well.

- The council provides benefits checks to help people who use services and their carers maximize their income
- The council has increased its focus on fuel poverty and the action people can take to use energy more efficiently and reduce their costs
- The council has contributed to multi agency project work in deprived areas to help improve economic wellbeing and employment opportunities
- The council uses personalised support plans to help people who use services achieve their preferences in learning and employment

What the council needs to improve.

- The council should collect better evidence of impact and outcomes for people of the projects such as HOTSPOTS
- The council should help more people who use services into employment
- The council should set an example to other employers in supporting the employment of people with a disability and carers, innovating and demonstrating best practice

Outcome 7: Maintaining personal dignity and respect

The council is performing: **Well**

What the council does well.

- The council has worked effectively to improve its safeguarding arrangements and addressing the shortfalls identified by the Independence, Wellbeing and Choice service inspection in July 2008
- Referrals of safeguarding incidents have increased indicating better public awareness
- Safeguarding standards are met within the councils own residential provision
- Dignity and privacy standards are within the councils own services and in the home care services it commissions

What the council needs to improve.

- The council need to continue the identified development work to secure the performance of the new safeguarding board
- The council should Implement arrangement with LINKs to capture the experience of people who have been in vulnerable situations to inform safeguarding arrangements
- The council needs to provide more training opportunities for staff in the independent sector
- The council needs to continue to improve the proportion of commissioned services meeting safeguarding standards
- The council needs to improve the proportion of commissioned residential services meeting privacy and dignity standards