



Making Social Care  
Better for People

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27<sup>th</sup> October 2008

Ref: Dudley/AD/KF

Dear Ms Sanders

## **PERFORMANCE SUMMARY REPORT of 2007-08 ANNUAL PERFORMANCE ASSESSMENT OF SOCIAL CARE SERVICES FOR ADULTS SERVICES FOR DUDLEY**

### **Introduction**

This performance summary report summarises the findings of the 2008 annual performance assessment (APA) process for your council. Thank you for the information you provided to support this process, and for the time made available by yourself and your colleagues to discuss relevant issues.

Attached is the final copy of the performance assessment notebook (PAN), which provides a record of the process of consideration by CSCI and from which this summary report is derived. You will have had a previous opportunity to comment on the factual accuracy of the PAN following the Annual Review Meeting.

The judgments outlined in this report support the performance rating notified in the performance rating letter. The judgments are

- Delivering outcomes using the LSIF rating scale

*And*

- Capacity for Improvement (a combined judgement from the Leadership and the Commissioning & Use of Resources evidence domains)

The judgment on Delivering Outcomes will contribute to the Audit Commission's CPA rating for the council.

The council is expected to take this report to a meeting of the council within two months of the publication of the ratings (i.e. by 31<sup>st</sup> January 2009) and to make available to the public, preferably with an easy read format available.

## **ADULT SOCIAL CARE PERFORMANCE JUDGMENTS FOR 2007/08**

| <b>Areas for judgment</b>                      | <b>Grade awarded</b> |
|--|----------------------|
| <b>Delivering Outcomes</b>                     | <b>Excellent</b>     |
| Improved health and emotional well-being       | Good                 |
| Improved quality of life                       | Excellent            |
| Making a positive contribution                 | Excellent            |
| Increased choice and control                   | Excellent            |
| Freedom from discrimination and harassment     | Good                 |
| Economic well-being                            | Excellent            |
| Maintaining personal dignity and respect       | Good                 |
| <b>Capacity to Improve (Combined judgment)</b> | <b>Excellent</b>     |
| Leadership                                     | Excellent            |
| Commissioning and use of resources             | Excellent            |
| <b>Performance Rating</b>                      | <b>3 Stars</b>       |

The report sets out the high level messages about areas of good performance, areas of improvement over the last year, areas which are priorities for improvement and where appropriate identifies any follow up action CSCI will take.

## KEY STRENGTHS AND AREAS FOR IMPROVEMENT BY PEOPLE USING SERVICES

| Key strengths   | Key areas for improvement  |
|---|--|
| <b>All people using services</b>  |  |
| <ul style="list-style-type: none"> <li>• The council and its partners have a detailed analysis of the needs of the population of Dudley.</li> <li>• Joint strategic plans address key priorities and meet ambitious outcomes.</li> <li>• Access to needs led assessments is universal, mostly undertaken jointly with health and, when required, services are delivered which are timely and appropriate.</li> <li>• Commissioning is inclusive and consultation with users of services is wide ranging and directly influences outcomes for people.</li> <li>• A wide range of universal and preventative services is available, which avoid hospital admission or reduce dependency on statutory services.</li> </ul> | <ul style="list-style-type: none"> <li>• Further improvement in reducing delayed transfers of care.</li> </ul> |
| <b>Older people</b>   |  |
| <ul style="list-style-type: none"> <li>• A wide range of universal, non care managed services is available to assist people to stay healthy and participate in the community.</li> <li>• A range of jointly provided services, ensure that older people can remain in their own homes if they wish to do so.</li> <li>• Direct payments are widely available.</li> <li>• Investments in Telecare across the borough.</li> </ul>   |  |
| <b>People with learning disabilities</b>  |  |
| <ul style="list-style-type: none"> <li>• A wide range of services is available which are tailored to meet individual need.</li> <li>• Day opportunities are developed to promote, volunteering, employment, and offer support to carers.</li> <li>• A range of accommodation is available to promote independence.</li> <li>• Strategies and specialist support for</li> </ul>  |  |

|  |  |
|--|--|
| people with Autistic spectrum disorder.  |  |
| <b>People with mental health problems</b>  |  |
| <ul style="list-style-type: none"> <li>Services are effectively delivered in partnership with health and the voluntary sector. Users of services and carers are widely consulted and influence service development and the recruitment of staff.</li> </ul>  | <ul style="list-style-type: none"> <li>Further work to improve performance in treatment and retention rates in substance misuse services.</li> </ul> |
| <b>People with physical and sensory disabilities</b>   |  |
| <ul style="list-style-type: none"> <li>A wide range of support services enable people with a physical/sensory disability to live at home.</li> <li>Users of services are members of the Partnership Board, which informs the design and delivery of services.</li> <li>Specialist services are available when required.</li> </ul> |  |
| <b>Carers</b>  |  |
| <ul style="list-style-type: none"> <li>The needs of carers is acknowledged and supported by a range of services, staff and creative use of Direct Payments. Carers are included in all areas of service development and delivery across the borough.</li> </ul>  |  |

## **KEY STRENGTHS AND AREAS FOR IMPROVEMENT BY OUTCOME**

### **Improved health and emotional well-being**

**The contribution that the council makes to this outcome is Good.**

The council, in partnership with health and the voluntary sector, provide a wide range of information and services that promote independence and choice and enable people who use services and their carers to stay healthy. These include information such as 'Ageing Well in Dudley' published as part of the Older Peoples strategy, the LEAP programme, which provides exercise and leisure activities for the over 60's, the OTAGO exercise programme and in addition the library service, in collaboration with the PCT, offers 'Information Prescriptions' for people with mental health needs.

Partnership working with health and the voluntary sector is well established and evidenced by outcomes. Dudley undertook a Joint Strategic Needs Assessment in 2007 and is now undertaking a review of needs across the borough. Access to needs led assessments continues to be universal and, where relevant, undertaken jointly with health. A multi agency Intermediate Care team provide a single point of referral for hospital discharge and a new multi-agency team to provide palliative care was provided in January 2008. The single assessment process is fully implemented. A draft strategy for long term neurological conditions have been developed with users of services and carers and a number of self help groups has been funded in partnership with the PCT.

High numbers of people access non residential intermediate care to facilitate re-ablement or timely discharge from hospital. However there are a higher number of delayed discharges than the council would prefer and they state that these are attributable to increased demand and the recording systems used by the Dudley Group of Hospitals. The whole discharge process is currently under review with the PCT and partners in the acute trusts.

Although the numbers of people in treatment for substance misuse has increased over the year the council did not meet its own stretch targets and Local Delivery Plan targets for retention and treatment were not met. Work is underway to tender substance misuse services and the council and PCT are assisting the voluntary sector in developing capacity to provide these services. Dudley report that they are performing well under the new Treatment Outcome Profile (TOP) and are reviewing the way it sets targets with the NTA.

### **Key strengths**

- Information on Healthy lifestyles is developed in partnership with health and the voluntary sector widely provided in different media formats and community languages.
- Intermediate Care is well developed with a range of initiatives and

services to prevent admission to hospital.

- Joint working with health is well developed and provides a seamless service in promoting the health and well being of people in Dudley.
- Partnerships show ambition and direction in developing services that are universal to all citizens and reduce dependency on statutory services.

### **Key areas for improvement**

- Further work to reduce delayed discharges.
- The numbers of persons in treatment for substance misuse services and developing the Drug Intervention Programme with the voluntary sector.

### **Improved quality of life**

**The contribution that the council makes to this outcome is Excellent.**

The council promote independence and choice in the range of services it provides. The link between prevention and future demand for services has been established and there is a wide range of access pathways to 'universal' services for all citizens. Work continues with partners to expand the range of services available to all sectors of the community. There is a high level of liaison and co-ordination with partners in health and the voluntary sector in developing and providing preventative services to reduce the need for higher-level support. Grants are disbursed via the local compact with voluntary and community groups. The numbers of persons admitted on a permanent basis to residential or nursing care has fallen. Most regulated services provided by the council achieve CSCI 2 star ratings and the council is working in collaboration with the commission to drive up standards in the private and independent sector.

Dudley perform well in helping people to remain in their own homes. High numbers of people utilise direct payments to access home care and the council has invested in telecare and assistive technology across the borough. People continue to feel safe in their own homes and the incorporation of housing services within the directorate has offered opportunities for more co-ordination of social care and support services with improved access to sheltered/supported housing and choice based lettings. The out of hours service is based within the council's call centre and provides a seamless response service. Extra Care housing and supported living schemes are well developed and specific provision has been developed for BME communities. Although there was no increase in the number of Extra Care housing places available during the assessment year a major contract has been signed with an independent housing organisation to provide a rolling programme of development culminating in an extra 270 units of Extra Care housing in mixed tenure by 2015.

Waiting times for minor adaptations continue to improve and some items such as stair lifts are fast tracked. Waiting times for major adaptations under a Disability Facilities Grant (DFG) have increased. The council report that this is due to demand and to improve the service the council has achieved the highest DFG allocation in the West Midlands.

There is a wide range of specialist services available in the borough and of note is the development of a comprehensive strategy for people with Autistic Spectrum Disorder who benefit from a range of services to support individuals and their carers.

Creative and wide ranging services for Carers continue to develop and the council has opened a number of carer's centres across the borough. In addition a scheme for people with dementia and their carers offers flexible 24/7 support.

### **Key strengths**

- Helping People live at home.
- Assistive Technology/ Telecare provision.
- The provision of equipment and adaptations.
- Services for Carers.
- A wide range of innovative services to prevent the need for a higher level of support.
- Specialist services and in particular for persons with Autistic Spectrum Disorder.
- The increased use of Direct Payments to provide home care.
- The improved coordination of supported housing and social care systems.

### **Key areas for improvement**

### **Making a positive contribution**

**The contribution that the council makes to this outcome is Excellent.**

Consultation is widespread across the council. The council continue to support users of services, carers, people from BME communities and people from hard to reach groups in their contribution to service development, design and delivery. There is a wide range of evidence of systems to collect and respond to people who use services and carer views and of the influence of people who use services and carers on outcomes. Examples of this include the 'Themed Action Groups' which inform the Older Persons Strategy and the contribution of the conference for people with physical disabilities and/or sensory impairment to the draft strategy.

Systems and processes to support the self-assessment continue to be developed. Advocacy and interpreting services are well developed and widely available if required. Carers are able to complete a self-assessment and access direct payments. People who use of services are members of partnership boards and a member of the Learning Disability Partnership Board is also elected to the National Forum.

The council has developed a wide range of services for people with HIV/AIDS and their carers and exceeded targets for referrals. A Gay Men's Outreach worker has been appointed and the number of contacts has exceeded all projections.

Volunteers are valued and supported in Dudley and their contribution is formally recognised and celebrated. The council support the local compact with the voluntary and community sector and in partnership has developed a 'Volunteering Code of Good Practice' which sets out a shared vision and framework for volunteers. People with disabilities are actively encouraged to take up volunteering and where possible employment. Carers are assisted in retaining their employment and the take up of benefits by people who use services and carers is widely promoted.

### **Key strengths**

- The wide range of arrangements to engage people who use services and their carers in developing and delivering services.
- Consultation is actively sought effects outcomes for people who use services.
- The voice of BME and hard to reach groups is actively pursued.
- Carers are valued and supported and services for carers are well developed.
- Volunteering is well organised and supported.
- Volunteers and their efforts are formally recognised.
- People with HIV/Aids are consulted and well supported.

### **Key areas for improvement**

### **Increased choice and control**

**The contribution that the council makes to this outcome is Excellent.**

The council work to continually increase the level of choice and control that people who use services are able to exercise. Assessment and Care planning is integrated, respectful of the individual, efficient and timely and undertaken jointly with health, where relevant. The eligibility criterion is explicit and widely published. Service provision is able to meet the diverse needs of the community. Assessment and Care Planning is available to persons who self fund with a range of services available in both the statutory and voluntary sectors to 'sign post' self-funders to resources. Carers receive a timely assessment of their needs. The numbers of persons admitted to residential or nursing care on a permanent basis has continued to decrease as the range of alternative home based services continues to expand.

The rights of the individual are acknowledged and respected. People who use services have appropriate access to information about their care plans and information held about themselves. Almost everyone receives a statement of



their needs and how they will be met. The numbers of persons in receipt of a review of their needs has increased over the year.

The Single Assessment Process is fully operational with an electronic summary available to all professionals. The efficacy of the process is monitored by a multi-agency group of professionals.

The council continue to develop and support the role of people who use services on Partnership Boards and advocacy services are well developed. There has been a high level of investment in advocacy services for people with a learning disability and the development of specialist advocacy groups such as 'Dudley Voices for Choice'.

Specialist 'Transitions' workers are in place for people with a learning disability to smooth the pathway between services for young people and services for adults.

The council has now formalised arrangements to jointly commission services for persons with a learning disability and for persons with poor mental health.

The council has robust mechanisms to collect complaints and compliments and act on this information. Due to work in empowering people who use services, and requiring contracted providers to provide information on complaints, the number of complaints has risen over the year. The council actively respond to complaints and feedback in reviewing the way services are delivered.

Much work has been done by the council to increase the number of people in receipt of direct payments, an area for improvement identified in last year's assessment. Performance in this area exceeded the council's own plan for 2007-08 with an increase of over 100%. Also more people are using direct payments to purchase intensive home care.

The council is continuing to work to promote individual payments and an 'In control' project in Learning Disability services is raising awareness of individualised budgets with staff, people who use services and carers. Whilst Individual Budgets are being developed and work is being undertaken both locally and regionally, performance in this area is relatively slow. Work streams will need to be consolidated to show an improvement in this area over the coming year.

### **Key strengths**

- The timeliness of referrals and the efficient response in providing services.
- The council's eligibility criterion is explicit and widely published.
- The single assessment process is well developed.
- Most people who use services receive a timely review.
- Complaints and compliments are dealt with effectively and shape good practice.
- Advocacy services are widely available to all sectors of the community.
- Less people are being admitted to residential care each year.

- The number of Direct Payments has doubled.

### **Key areas for improvement**

- Further work to develop and increase the access systems and take up of Individual budgets for all service groups.

### **Freedom from discrimination and harassment**

#### **The contribution that the council makes to this outcome is Good.**

The council's eligibility criterion is set at moderate and the Fair Access to Care (FACS) arrangements are widely published and facilitate people who use services and carer comment at the point of assessment. All persons in Dudley that meet the eligibility criterion are able to access services. In addition people who self-fund are assisted in accessing care provision.

The council continue to facilitate and develop consultation to tackle issues of equality and diversity. The council met Disability Equality Standard 3 by March 2008. Systems are in place to promote and monitor disability equality.

The council actively consult people with disabilities in developing strategies to tackle equality and diversity issues. Information across the council is published in relevant community languages and different media formats. The council has improved its recording of the ethnicity of people who use services and the ethnicity of its staff. Policy Officers are in post to develop resources for people from BME communities and economic migrants from Europe. The directorate has applied an Equality Impact Assessment (EIA) to its choice based lettings policy and positive outcomes for people who use services and carers resulting from equality impact assessments are evident and wide ranging.

### **Key strengths**

- The achievement of Equality Standard Three.
- Clear and explicit eligibility criterion and the application of FACS.
- Access to assessments is universal and both assessments and services are delivered efficiently and quickly.
- People who self fund are assisted in accessing care provision and offered a review.
- The equality and diversity needs of the community are met via a wide range of services.
- Take up of services by minority groups is maximised.
- The council actively facilitates consultation to tackle issues of equality and diversity.

### **Key areas for improvement**

- Further work on implementing the Equality Standards to level 4/5.

## **Economic well being**

### **The contribution that the council makes to this outcome is Excellent.**

Dudley work well with a range of partners in the statutory and independent sector to promote the economic well being of the community.

Continuing Health Care benefits from clear pathways and protocols that are in place to deal effectively with disputes. Dudley participate in the regional network for continuing care and their role in ensuring consistency is recognised by the Strategic Health Authority.

People who self fund, where known, are offered assessments, regular reviews and are signposted to appropriate services. Many preventative services are free of charge. Intensive re-ablement services are free for the first six weeks and grant funding is used to promote and widen the range of preventative services in the borough.

The council has an employment strategy and is proactive in actively encouraging people with disabilities or a long-term illness to enter or return to employment. A wide range of activity is underway to assist persons into volunteering, work based volunteering or paid employment. These arrangements are supported by strong links with the community, local employers and colleges.

Job coaches have been appointed within the learning disability and mental health services. The council met its LAA targets in providing work opportunities for people with a learning disability.

The Carers' Charter monitors policies and practices that enable staff to balance caring responsibilities with their work role.

Carers are well supported both by policy and funding and are seen as integral to the care continuum. Carers are assisted to take up paid work or return to their workplace. An innovative use of direct payments to carers, 'Carers Direct', assists carers in retaining or taking up training and/or employment.

Dudley work well with a range of partners in the statutory and independent sector to promote the economic well being of the community. Benefits maximisation programmes continue to have positive outcomes for people in Dudley. Access to benefits advice services has been augmented as Fairer Charging policies are implemented. The wide range of grant-funded services has led to a reduction in the need for long-term services. The loss of income under Fairer Charging is balanced by the reduction in the costs of providing long-term services and the maximisation of benefits.

### **Key strengths**

- Continuing Care is jointly managed with health and benefits from clear protocols.
- A wide range of preventative services that are free of charge.

- Pathways to employment for persons with a learning disability, physical disability or poor mental health.
- Direct payments and support for carers to retain employment or take up training.
- Benefit maximisation projects and specialist welfare benefits officers.

## **Key areas for improvement**

### **Maintaining personal dignity and respect**

#### **The contribution that the council makes to this outcome is Good**

The council work to promote and maintain personal dignity and respect for people who use services and carers and peoples' rights are acknowledged across all the services it operates.

Adults, who are vulnerable in Dudley, are effectively protected from abuse in care managed and non-care managed services. The number of safeguarding referrals has increased in the borough over the year. The numbers of staff trained in basic awareness of safeguarding adults, which was an area for improvement last year, has improved considerably and the council now perform well in this area. Similarly the numbers of staff specifically trained to identify and assess risks to adults in vulnerable situations has also improved and the council also perform well in this area. As a result of an internal audit inconsistencies in recording allegations of abuse have been addressed and more robust recording systems developed. In addition the Chair of the Safeguarding committee carried out an investigation, which led to improvements in procedures. The council has a member who is the safeguarding 'champion'

The council is addressing the consistency of representation of other agencies at Safeguarding panels and working to improve the interface between inter-agency and internal procedures.

The council did not meet its own ambitious plan to train private and independent sector staff in safeguarding. However performance in this area is much improved on 2006–07 with an increase of nearly one hundred percent.

Guidance for staff on interpersonal relationships has been completed and is in line with the CSCI bulletin- 'Putting People First – Equality and Diversity Matters'. The wide range of activity in the borough on recognising and encouraging interpersonal relationships continues to be based on a sound understanding of the rights of the individual.

Access to single rooms in registered residential services, when required, is good

Peoples' rights continue to be acknowledged and privacy and confidentiality are assured via robust protocols and regularly monitored.

Information sharing protocols are in place with partners in the statutory and independent sector and the council works closely with CSCI with regard to improving registered services. Most registered services owned and operated by the council meet the quality rating of good or above. Standards in services commissioned by the council have improved in partnership with CSCI with further improvements planned during 2008–09.

### **Key strengths**

- The numbers of staff trained in the basic awareness of safeguarding adults.
- Specific training in identifying and assessing risks to safeguard adults.
- Most people have access to a single room in registered care or nursing homes.
- Privacy and confidentiality are assured via robust protocols and regularly monitored.
- Peoples' rights are acknowledged and acted on with regard to interpersonal relationships, and guidance is available to staff and users of services.

### **Key areas for improvement**

- Further work to ensure all staff in the independent and voluntary sector receive Safeguarding Adults training.
- Ensuring consistency in the representation of partner agencies at Safeguarding panels

### **Capacity to improve**

**The council's capacity to improve services further is Excellent.**

The council continue to comprehensively evidence its capacity to improve and its ability to sustain improvement.

The Directorate continue to be well led by a competent and ambitious senior management team. There is a range of effective partnerships in place with people who use services, carers, health and the voluntary sector to deliver key priorities within budget and improve outcomes for people in the borough. The vision for the development of services is shared with staff, with the wider council and with elected members and rolled out as strategies and action plans.

The council undertook a Joint Strategic Needs Assessment (JSNA) in March 2007, which is to be reviewed during 2008-09. This will strengthen a local evidence based assessment of health and social care needs and provide an updated needs assessment in Dudley with identified service priorities. A five year commissioning strategy for adult services has been developed following engagement and involvement from members of the public, staff, and stakeholders including colleagues from the voluntary sector. A system of joint commissioning is in place to deliver priorities identified within the strategy. All

partnerships with the statutory and voluntary sector in Dudley are committed to moving from processes that focus heavily on money and activity to a process, which pays far more attention to quality, positive health outcomes and the experience of people receiving the services.

There are strategic plans in place for all service groups, produced jointly with health, which are linked to outcomes and the principle of putting people first, and priorities are linked to the allocation of resources. The council has appropriate performance management arrangements in place and remedial action is put in place to counter any downturn. A joint performance panel reporting to the Health and Well Being Partnership and Select Committee monitor service delivery. A high level project board has oversight of the personalisation agenda, with a council member as a 'champion'. Work towards system transformation, Putting People First, is well underway with the development of an initial project plan and a senior level programme manager has been appointed to deliver this.

Costs are benchmarked against other authorities. The council has realised efficiency gains without significant downturn in performance and has the financial capacity to deliver its plans. The services commissioned, by the council, are cost effective and value for money.

The transition for young people with a disability from children's services to adult services is well managed and the creation of two specialist social work posts along with more accurate data on the needs of young persons with a disability and complex needs has improved the process and supported both young people and their carers.

The council is developing its work force and its work force strategy has been updated. Staff vacancies and staff sickness levels are low together with good performance in staff retention. The Human Resources Development Strategy Grant and National Training Strategy Grant are disbursed appropriately across the council and independent sectors. The ethnicity of all staff is recorded.

The care market continues to be appropriately managed and incentive payments are widely used to drive up quality and to develop specialist services where required. Contracting is via service level agreements with specific arrangements for monitoring quality. Strategic planning has realised the closure of registered services not fit for purpose and re-provided services that better meet individual need.

Commissioners are working effectively and collaboratively with providers and CSCI to improve performance against National Minimum Standards across the borough. Most registered services owned and operated by the council meet the quality rating of good or above which was a requirement of last year's assessment. However, there are still some services commissioned by the council which are rated as 'No Star' (poor) by CSCI in the borough.

## **Key strengths**

### **Leadership**

- The Directorate is well led by a competent and ambitious senior management team.
- The range of effective partnerships with strategic partners in place to deliver key priorities
- The inclusion and active pursuit of consultation with people who use services and carers from the diverse community.
- Strategies exist for every group of people who use services and identified priorities are linked to resource allocation in order to improve outcomes.
- Arrangements are in place to effectively manage performance.

### **Commissioning and use of resources**

- The council assesses and understands the needs of its population
- Strategic commissioning is joint, joined up and reflects the identified health and social care needs of the population and is regularly reviewed.
- The budget is well managed, services are value for money and effective strategies link expenditure to service priorities.
- Efficiency is achieved without reduction in performance or access to services.
- Commissioning is inclusive and consultation is wide ranging.
- Commissioning strategies are linked to outcomes for users of services and their carers and the principle of putting people first.

## **Key areas for improvement**

### **Leadership**

- Further work on rolling out individualised budgets.

### **Commissioning and use of resources**

- Further work with independent providers to improve the quality of commissioned services so that there are no services rated as 'Poor' by CSCI in the borough.

A service inspection is being considered for this council for 2008-09 performance year.

Yours sincerely

**Katie Tempest**

Regional Director  
Commission for Social Care Inspection