

A G E N D A

Social Care & Housing Scrutiny

Date: **Monday, 29th September, 2003**

Time: **10.30 a.m.**

Place: **Brockington, 35 Hafod Road,**

Notes: Please note the **time, date** and **venue** of the meeting.

For any further information please contact:

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AGENDA

for the Meeting of the Social Care & Housing Scrutiny

To: Councillor Mrs. M.D. Lloyd-Hayes (Chair)
Councillor Mrs. P.A. Andrews (Vice-Chairman)

Councillors Mrs. E.M. Bew, Mrs. A.E. Gray, K.G. Grumbley,
Mrs. J.A. Hyde, R. Mills, Mrs. J.E. Pemberton, Ms. G.A. Powell and
P. G. Turpin

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1. APOLOGIES FOR ABSENCE	
To receive apologies for absence.	
2. NAMED SUBSTITUTES	
To receive details of any Member nominated to attend the meeting in place of a Member of the Committee	
3. DECLARATIONS OF INTEREST	
To receive any declarations of interest by Members in respect of items on this Agenda.	
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To approve and sign the Minutes of the meeting held on 17th June, 2003.	
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To inform the Committee of the Social Services Inspectorate (SSI) report on Herefordshire Social Care performance 2002-03	
6. A REPORT ON HEREFORDSHIRE'S "AUDIT OF SERVICES" FOLLOWING THE VICTORIA CLIMBIE INQUIRY (THE LAMING REPORT)	17 - 28
To bring to the Committee's attention the Social Services Inspectorate's (SSI) evaluation of Herefordshire's "audit of services" to children in need in response to the practical recommendations of the Victoria Climbié Inquiry.	
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	To inform the Committee of the background and implications of delayed transfers of care (delayed discharges) within Herefordshire.	
9.	BEST VALUE REVIEW OF CARER SUPPORT - STAGE 3 REPORT	37 - 42
	To consider and approve the Stage 3 report and outcomes of the Best Value Review of Carer Support Services.	
10.	BEST VALUE REVIEW OF HEREFORDSHIRE ADOPTION AND FOSTERING SERVICES - STAGE ONE	43 - 44
	To inform Members of the progress of the Best Value Review and the Stage One report of the Review process: the initial diagnosis and analysis.	
11.	SOCIAL SERVICES AND STRATEGIC HOUSING BUDGET MONITORING 2003/04 - 4 MONTHLY REPORT	45 - 46
	To inform the Committee of the budget monitoring position for Social Care and Strategic Housing for the first four months of the financial year 2003/04.	
12.	SCRUTINY OF THE HEREFORDSHIRE PLAN	47 - 50
	To advise members on arrangements for monitoring the Herefordshire Plan.	
13.	PRESENTATION BY CABINET MEMBER (SOCIAL CARE AND STRATEGIC HOUSING)	
	To receive a presentation by the Cabinet Member (Social Care and Strategic Housing) informing the Committee of policy issues affecting this programme area and the main priorities.	
14.	WORK PROGRAMME	51 - 54
	To give further consideration to the work programme for the Committee.	

PUBLIC INFORMATION

HEREFORDSHIRE COUNCIL'S SCRUTINY COMMITTEES

The Council has established Scrutiny Committees for Education, Environment, Health, Social Care and Housing and Social and Economic Development. A Strategic Monitoring Committee scrutinises Policy and Finance matters and co-ordinates the work of these Committees.

The purpose of the Committees is to ensure the accountability and transparency of the Council's decision making process.

The principal roles of Scrutiny Committees are to

- Help in developing Council policy
- Probe, investigate, test the options and ask the difficult questions before and after decisions are taken
- Look in more detail at areas of concern which may have been raised by the Cabinet itself, by other Councillors or by members of the public
- "call in" decisions - this is a statutory power which gives Scrutiny Committees the right to place a decision on hold pending further scrutiny.
- Review performance of the Council
- Conduct Best Value reviews
- Undertake external scrutiny work engaging partners and the public

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- Inspect agenda and public reports at least three clear days before the date of the meeting.
- Inspect minutes of the Council and all Committees and Sub-Committees and written statements of decisions taken by the Cabinet or individual Cabinet Members for up to six years following a meeting.
- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
- Access to a public Register stating the names, addresses and wards of all Councillors with details of the membership of the Cabinet, of all Committees and Sub-Committees.
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COUNTY OF HEREFORDSHIRE DISTRICT COUNCIL

BROCKINGTON, 35 HAFOD ROAD, HEREFORD.

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COUNTY OF HEREFORDSHIRE DISTRICT COUNCIL

MINUTES of the meeting of the Social Care and Housing Scrutiny Committee held at Brockington, 35 Hafod Road Hereford on 17 June 2003 at 10.30 am

Present: Councillor Mrs. L.O. Barnett (Chairman)
Councillor Mrs. J.P. French (Vice-Chairman)

Councillors: Mrs E.M. Bew, Mrs A.E. Gray, K.G. Grumbley, Mrs J.A. Hyde, R. Mills, Mrs J.E. Pemberton, Ms G.A. Powell, P.G. Turpin.

In attendance: Councillors Mrs L.O. Barnett (Cabinet Member – Social Care and Housing) and D.B. Wilcox (Cabinet Member – Audit and Performance Management)

1. CHAIRMAN AND VICE-CHAIRMAN

It was noted that the Council had appointed Councillor Mrs M.D. Lloyd-Hayes as Chairman of the Committee and Councillor Mrs. P.A. Andrews as Vice-Chairman of the Committee.

2. APOLOGIES FOR ABSENCE

Apologies were received from Councillors Mrs P.A. Andrews and Brigadier P. Jones CBE.

3. NAMED SUBSTITUTES

Councillor Mrs J.E. Pemberton substituted for Councillor Brigadier P. Jones CBE

4. DECLARATIONS OF INTEREST

There were no declarations of interest made.

5. MINUTES

RESOLVED: That the Minutes of the meeting held on 13th March, 2003 be approved as a correct record and signed by the Chairman.

6. SCRUTINY – ROLE AND TECHNIQUES

The Committee received a presentation on the role of scrutiny and the techniques that Scrutiny Committees can use in their work.

The presentation briefly described the background to the development of scrutiny and outlined some of the key principles underpinning the role, and risks to effective scrutiny. It also referred to scrutiny processes and how these could be varied according to the task being carried out, questioning skills; the development of work programmes, in-depth reviews, the role in best value reviews, churning skills and sources of further information.

7. UPDATE ON PERFORMANCE AND CHALLENGES FACING SOCIAL CARE AND HOUSING

The Director of Social Care and Strategic Housing gave a presentation on the Directorate's priorities for 2003/2004. These included developing home support for older people, improving assessment practice and quality for adults and children, improving resources for children with disabilities, improving records management and data quality, ensuring integrated services have the right pooled budget, creating a robust strategic housing function, getting the best value from available resources, managing risk well and having an organisation which focused on supporting best practice in the core business and "doing what the Directorate said it was going to do".

Challenges included the capacity to develop new services for older people, keeping vulnerable people and services safe, keeping partnerships real and healthy, helping to reduce hospital delays and having capital for supported and affordable housing.

(a) EXTRA CARE HOUSING DEVELOPMENT - UPDATE

The Committee were updated on the position with regard to the development of an Extra Care Housing Scheme within Herefordshire.

The Head of Strategic Housing reminded the Committee that following a study of care services for older people in Herefordshire, the Cabinet had given "in principle" approval for the provision of extra care housing for older people in Herefordshire, namely the development of an extra care housing scheme in Hereford City together with the modernisation of existing sheltered housing schemes in order to provide a county-wide service.

The report set out the current position noting that capital and revenue costs were being established and that a further progress report would be made.

In the course of discussion the following principal points were made:

- It was noted that whilst there was no extra care housing scheme within the County there were a number of sheltered housing schemes. It was suggested that it would be helpful if information could be provided to the Committee on housing provision within the County to put the Scheme in context.
- It was proposed that Members should be given the opportunity to visit an existing extra care housing scheme in Stoke-on-Trent.
- It was noted that Cabinet had supported the scheme in principle and it was proposed that the Cabinet Member (Social Care and Strategic Housing) be asked to reaffirm this support.
- It was noted that extra care housing schemes were part of a range of approaches to providing an enhanced choice of services for older people.

RESOLVED:

- That (a) **the latest position with regard to the development of the Extra Care Housing Scheme in Hereford City be noted and a visit arranged to see an existing scheme in Stoke on Trent;**
- (b) **a further report be made to the next meeting on the scheme and current housing provision;**

and

- (c) **the Cabinet Member (Social Care and Strategic Housing) be asked to reaffirm Cabinet's support in principle for the provision of Extra Care Housing Schemes in Herefordshire;**

(b) SOCIAL SERVICES BUDGET MONITORING 2002/03 QUARTERLY REPORT

The Committee were informed of the budget monitoring position for Social Services for the final quarter of 2002/03.

The Head of Business Services reported that the projected year end position showed an overspend of £760,000. It had been reported to the Committee's previous meeting that the overspend would continue to reduce as savings targets were partially met. However, this was at a cost to service delivery.

In summary, whilst the budget settlement for 2002/03 was positive, it must be viewed in the context of continuing service pressures. The Directorate had been successful in reducing the overspend as far as possible before the end of the financial year. The pressures would, however, inevitably impact on the budget for 2003/04. The budget plan for 2003/04 has been agreed with the County Treasurer and would be formally reviewed in September 2003

The County Treasurer alerted the Committee to the implications of a recent court case affecting all local authorities which would increase the projected overspend.

It was suggested that the presentation of budget information might be improved by the use of tables mirroring the text of the report.

RESOLVED: That the Budget Monitoring report be noted.

(b) A SERIOUS CASE REVIEW

Further to the report in January 2003 the Committee received an update on the Social Services aspects of a Serious Case Review (Part 8) action plan.

The full progress report was appended to the report. It was noted that progress had been made. It was also reported that the Social Services Inspectorate had decided that the Council had performed satisfactorily on the basis of a national audit of procedures, undertaken in response to the Laming report arising from the Victoria Climbié Inquiry.

The Director of Social Care and Strategic Housing reported that it could not be guaranteed that tragedies would not occur. However, a full revision of child protection procedures had been completed, incorporating key recommendations from the Victoria Climbié Inquiry.

RESOLVED:

That (a) the contents of the progress of the Social Services part of the Serious Case Review Action Plan be noted;

and

- (b) the Director of Social Care and Strategic Housing report to a future meeting the assessment of the Council's self-audit of the Laming Report.

(b) PATIENT AND PUBLIC INVOLVEMENT IN HEALTH AND OVERVIEW AND SCRUTINY OF HEALTH

The Committee were provided with information regarding the local authority power of overview and scrutiny of health and the new system for patient and public involvement within the health service.

RESOLVED: That the report be noted.

8. PAYMENT OF INVOICES WITHIN 30 DAYS

The Committee were asked to consider the performance indicator during the financial year 2002/03.

The Committee considered performance against the national Best Value Performance Indicator for the payment of undisputed invoices within 30 days, during the financial year 2002/2003.

The report set out the latest performance information noting that whilst the annual percentage was 82.8% compared with 77% in 2001/2002 the performance figures for the last six months were much improved.

It was suggested that when it received the overall report the Strategic Monitoring Committee should consider whether it was necessary for individual Committees to receive further reports on this subject.

RESOLVED: That the report be noted and the Strategic Monitoring Committee advised that the submission of reports to individual Scrutiny Committees should be concluded and revisited at the end of the financial year if there was cause for concern.

9. BEST VALUE REVIEWS

The Committee considered progress with Best Value Reviews and reviewed the composition of Review Teams.

It was noted that in the case of reviews where a Stage 3 report was imminent there was likely to be advantage in those Councillors who had participated in the Review to date continuing to the Review's conclusion, if they were willing to do so.

RESOLVED: that the position be noted and representation on the Best Value Review Teams be reviewed by the Director of Social Care and Strategic Housing following consultation with the Chairman and Vice-Chairman of the Committee, noting the appointment of Councillor Mrs A.E. Gray to the Review Team for Adoption and Fostering.

10. WORK PROGRAMME

The Committee were asked to consider the work programme.

The Chairman noted that this was an opportunity for Members to identify issues they considered important and invited members to notify her of their opinions.

It was also recognised that it would be important for the Strategic Monitoring Committee to ensure that the respective roles of the Health Scrutiny Committee and the Social Care and Housing Committee were effectively managed.

RESOLVED: That the draft work programme be confirmed, subject to reports on the Laming Report and the outcome of the Joint Review of Social Services being moved from June to September, 2003.

The meeting ended at 12.30 pm

CHAIRMAN

SOCIAL SERVICES PERFORMANCE

Report By: Director Of Social Care And Strategic Housing

Wards Affected

County-wide

Purpose

1. To inform the Committee of the Social Services Inspectorate (SSI) Report on Herefordshire Social Care Performance 2002-03.

Financial Implications

2. There are no financial implications.

Background

3. The SSI report annually on Social Care performance. The report comes after the formal annual review meeting. This year it also comes following the publication of the Joint Review report presented to Cabinet on 10th July, 2003.

Main Themes

4. The SSI report attached (Appendix 1) endorses the sustained children's service progress and reminds us of the performance challenge in older people's services.
5. The report has to be presented to Cabinet and this will happen on 25th September, 2003.
6. It will be appropriate for the Scrutiny Committee to review progress on the Joint Review Action plan as finalised in early October 2003, following consultation.

RECOMMENDATION

THAT the report be noted.

BACKGROUND PAPERS

- None

Further information on the subject of this report is available from Sue Fiennes, Director of Social Care and Strategic Housing on 01432 260039

PERFORMANCE REVIEW REPORT 2003: HEREFORDSHIRE

SERVICES FOR CHILDREN AND FAMILIES

Improvements observed since the last review

Assessment has highlighted the following improvements since the last review:

- ◆ The 2001/02 Performance Indicator (PI) data that became available subsequent to the last review, and which informed the November 2002 star refresh, showed that overall the council's work to improve child protection services, to provide safe and secure care for children looked after and to increase their life chances had shown significant improvements. These improvements have been sustained during 2002/03 and confirmed through the Joint Review and the Climbie Audit. (Standard 1)
- ◆ Improved management of child protection processes had decreased numbers on the register, considerably improved performance in reviewing and for duration on the register.

(Standard 4)
- ◆ The Performance and Improvement Group had been successful in managing access and workloads; all children on the register and looked after children were allocated to social workers.

(Standard 5)
- ◆ The priority given to safe and secure care for looked after children had maintained a good level of performance overall and realistic forecasts have been made for a sustained good level of service;
 - a very high proportion of children were in fostering placements;
 - an increased proportion were cared for by family and friends;
 - stability of placements had improved, especially long-term stability;
 - there had been particular improvement in adoptions of looked after children consistent with new service developments; and
 - a high level of attention to children's health was maintained.
(Standards 1,3 and 4)
- ◆ The already excellent performance in supporting care leavers had improved. (Standard 3)
- ◆ Significant and needed improvements in increased life chances for looked after children had been achieved:

Further information on the subject of this report is available from Sue Fiennes, Director of Social Care and Strategic Housing on 01432 260039

- considerable improvement in absences from school had been gained through good joint working with education services;
- an already good performance in the achievement of educational qualifications had seen improvement; and
- final warnings and convictions of looked after children had reduced.

(Standards 1 and 3)

- ◆ The timeliness of initial and core assessments had improved significantly. (Standard 4)

Areas for Improvement

Assessment has highlighted the following concerns about performance:

- ◆ A more consistent quality of assessment and care planning for children across the service was required, which focussed on outcomes and, for children on the child protection register, identified clearly what had to change in order to secure their safety and welfare.

(Standard 4)

- ◆ Clearer eligibility for services and agreement with partner agencies about responses to children for whom there are welfare concerns but who do not meet the child protection threshold.

Standard 5)

- ◆ The council had embarked on a number of initiatives in response to the two areas identified above; the practice support project, case recording standards and audits and the development of the Herefordshire Child Concern Model. Implementation of the latter is to begin in the autumn. Together these should impact on the high rate of re-registrations on the child protection register. (Standards 4 and 5)

- ◆ Consistent with its strategy of focusing first on improving child protection and the care of looked after children the council now planned to give more attention to services for children in need and especially for children with disabilities. Attention was needed to:

- integrated access and assessment and care planning arrangements through the joint team;
- more support services for families; and
- transition to adulthood.

(Standards 4 and 3)

Capacity for Improvement (Standard 6)

Assessment has highlighted the following improvements to capacity:

- ◆ Strong leadership and securing increased and effective management capacity had shown tangible results in improvements, particularly in child protection and looked after children's services.
- ◆ Good partnerships and a positive ACPC had been major factors in the forward movement of the services and planned service developments are embedded in partnership working.
- ◆ Supervision and staff development processes work well for staff in children's services.
- ◆ There is a strong ACPC training programme and training is being enhanced especially by a major training initiative for team managers and a 'whole- team' approach to professional development.
- ◆ Performance management has had a clear impact on the services at council, senior management and operational levels. Appropriately, more attention is now being given to quality aspects of performance.
- ◆ Clear priorities have been set for service improvement and these are reflected in the budget to the extent that, although the council spends just below the average for its comparator group overall, its relative spend on family support services is just above the average.

Assessment has highlighted the following concerns about capacity:

- ◆ The need for a more effective case management information system (CLIX);
- ◆ The lack of capacity for strategic workforce planning.

SERVICES FOR ADULTS

Improvements observed since the last review

Assessment has highlighted the following improvements since the last review:

- ◆ Access to services for older people and adults with physical disabilities has been improved:
 - locality teams have been re-configured;
 - fair access to care criteria have been implemented;
 - a hospital social work team established;
 - new duty arrangements are in place; and
 - outposting and linking of social workers with GP practices has continued.

(Standard 5)

- ◆ Once assessed service users receive a relatively responsive service:

Further information on the subject of this report is available from Sue Fiennes, Director of Social Care and Strategic Housing on 01432 260039

- most smaller equipment for daily living is delivered within three weeks;
- waiting times for care packages have improved; and
- most users said they got help quickly.

(Standard 4)

◆ Management capacity for adult services has increased:

- in late 2001/02 a Head of Adult Services was appointed
- in late 2002/03 a second service manager post was filled and both postholders have briefs for service re-design and improvement; and
- a new senior practitioner/assistant team manager post has been appointed in each of the three locality teams for older people and adults with physical disabilities; and
- a new senior practitioner post has been appointed in the older people's mental health service.

(Standards 1,2 and 4)

◆ Although performance in the numbers of people with mental health problems being supported to live at home and those with learning difficulties had both deteriorated a little the PIs remained in Band 3 i.e. 'acceptable' and Band 4 i.e. 'good' respectively. At the same time, the historical pattern of high rates of admissions for both these user groups to residential and nursing home care had been reversed. People had been given more appropriate alternatives that better promoted their independence. In 2002/03, the rate of admissions of adults with disabilities to residential and nursing home care improved from an already 'good' to a 'very good' performance. In 2001/02 and in relation to its population, Herefordshire no longer had the highest number of people with mental health problems in institutional long-term care relative to other councils in its comparator group. Although the rate of admissions of people with learning difficulties had declined the council still had a historical legacy of the highest number of people from this user group in institutional long-term care within its comparator group. (Standard 3)

◆ Relatively good progress had been made in implementation of the National Service Framework for mental health services for adults of working age:

- the Care Programme Approach had been implemented;
- the assertive outreach service had been extended; and
- the introduction of crisis resolution and early intervention services were priorities for the current year.

(Standard 1)

◆ Within a difficult historical context of only one-third of adults with learning disabilities living with family carers and so high numbers in long term residential and nursing home care (but none in long-stay hospitals), and the consequences this has for setting carers' expectations, alternatives to institutional care are being offered and have been taken up:

Further information on the subject of this report is available from Sue Fiennes, Director of Social Care and Strategic Housing on 01432 260039

- Some people have moved out of residential care into supported tenancies;
- five people have been supported to buy their own homes;
- a train and build scheme has been planned which gives individuals opportunities to take part in building their own homes and subsequent cost benefits; and
- a supported living project to support people living with carers who are over 75 years old has also been planned.

(Standard 1 and 3)

- ◆ A relatively high number of people use the Herefordshire Direct Payments scheme. This has increased from 33 to 50 in the year and performance had just reached the 'acceptable' level. The increase has included small but significant numbers of older people and people with a learning disability. Most users of the scheme had physical disabilities and performance in supporting people from this group to live at home improved to an 'acceptable' level.

(Standard 3)

- ◆ A management review of the sensory loss services was completed and improvements made; a Service Level Agreement had been completed with an external provider of services for hearing impaired people and one was soon to be finalised for services for visually impaired people.

(Standard 2)

Areas for improvement

Assessment has highlighted the following concerns about performance:

- ◆ There has been no significant progress in developing services to promote the independence of older people:
 - in 2001/02, the council had the lowest per capita spend on older people compared to others in its group (but had a relatively high expenditure on mental health and learning disabilities services);
 - relatively few older people receive a service as Herefordshire assesses the lowest proportion of its population for services in its comparator group;
 - a realistic improvement in the numbers assessed is planned for 2003/04 which could bring the council up to a Band 3 i.e 'acceptable' level. (The council has one of the lowest levels of care managers/social workers for adults and older people in its group but this will improve with the addition of three new posts.);
 - the council has a good record of performance in not admitting a high proportion of older people to long stay residential and nursing home care and although the number has decreased it had not been matched by increased intensive provision in the community (This PI -C28- increased marginally and moved to the bottom of Band 2 i.e. 'ask questions about performance' where it is forecast to remain in 2003/04.)

- older people receiving intensive home care as a percentage of all older people receiving intensive home care, residential and nursing home care remained static at 12.5 percent in 2002/03 and is forecast in the council's Delivery and Improvement Statement (DIS) to reduce to 12 percent for 2003/04. (Subsequent work by the council has identified a rise of 15.5 percent as the true forecast but this means that performance will remain in Band 2 i.e. questions about performance'.)(This Performance Indicator -B11- is included in the council's Local Public Service Agreement (LPSA) as target to be 'stretched' to 20 percent by 2005, but a national target of 30 percent by 2006 has now been set for all councils.)

(Standards 1 and 3)

- ◆ Although the council achieved its target for delayed transfers of care at 31 March 2003, the pattern of delays has been volatile and otherwise above the target. During the late winter the level of delays almost reached the point at which they become a 'hot spot' nationally. This arose from budget pressures in social services and the need to reduce the potential, demand-led overspend. This pressure, which has been the pattern over recent years, has its roots in the council's low level of investment in services for older people and lack of capacity for refocusing and modernising services to promote independence.

(Standards 1 and 3)

- ◆ The Joint Review found an inconsistent and sometimes poor level of care management and assessment practice. Relevant PIs that were identified as requiring improvement over the year have either deteriorated or improved little, supported this finding:
 - the PI for the percentage of people assessed who received a statement of need -D39- deteriorated and was significantly under the forecast figure (The plan is to increase performance by greater than that forecast for last year but if achieved this is likely to bring performance only up to Band 2 i.e. 'ask questions about performance');
 - the PI for carers' assessments -D48- was also significantly under forecast and remains in Band 2 i.e. 'ask questions about performance. (The plan for 2003/04 is to reach the level forecast for last year which will reach the bottom of Band 3 i.e. 'acceptable'.); and
 - the PI for reviewing of care packages -D40- improved a little, but was considerably under forecast and remains in Band 2 i.e. 'ask questions about performance'. (The ambitious plan for 2003/04 is to increase this performance fourfold up to the bottom of Band 3 i.e. 'acceptable'.)

Securing a more consistent and inclusive assessment and care management practice is a management priority for this year through increased management capacity in the locality teams, case recording standards and audits and the practice support project led by a Service Manager.

(Standard 4)

- ◆ Within the integrated mental health service for adults of working age, which is supported by a Section 31 agreement and a pooled budget there is a need develop:
 - more integrated working and systems at operational level (This has been achieved in the older people's mental health service); and
 - integrated performance management arrangements up to strategic level.

Further information on the subject of this report is available from Sue Fiennes, Director of Social Care and Strategic Housing on 01432 260039

(Standards 4 and 1)

Capacity for Improvement (Standard 6)

Assessment has highlighted the following improvements to capacity:

- ◆ The 2003/04 budget increases for services for older people, both from internal and external sources, have been ring-fenced.
- ◆ A number of key plans and service developments have been and are intended to contribute to the modernising of services for older people and to increase service capacity. They include:
 - the refocusing of the in-house home care service;
 - the joint commissioning of the Hillside intermediate care centre;
 - the transfer of the management of the council's elderly persons homes to a 'not-for-profit-' organisation; and
 - new approaches to contracting domiciliary care from the independent sector.
- ◆ The increased management capacity for improving performance in services for older people, led by the Head of Adult Services, should provide a better basis for the improvements not achieved in 2002/03. Capacity has been improved within the teams and a range of approaches to improving practice led by the new service manager have been launched.
- ◆ The enhanced profile and capacity for performance management across the council and within social services should strengthen the performance culture. The main elements are:
 - a new Performance Management Framework for the whole council and the plan to recruit to a new corporate post of Head of Performance
 - the further development of quality assurance systems in social services ;
 - the use of business planning in social services;
 - the appointment of a Service Improvement Manager; and
 - the appointment of a Client Index Support Officer and internal audits of data quality.
- ◆ The improvement plan resulting from a recently completed Best Value review of Human Resources services throughout the council is being implemented and the appointment to the new post of Head of Human Resources has enhanced the previously limited capacity for strategic workforce planning.

Assessment has highlighted the following concerns about capacity:

- ◆ The most significant challenge to improvement is in the level of investment of older person's services. Councillors and senior managers are fully aware of this as an impediment to modernising the services. It appears to be straining the good partnership working that has been built up with health partners over recent years. An outline

Further information on the subject of this report is available from Sue Fiennes, Director of Social Care and Strategic Housing on 01432 260039

business case has been put to the council and the plan is to follow this with a detailed business case in the autumn

- ◆ The council has had difficulty in aligning forecasts of improved performance against key PAF PIs with planned changes in the level of service provision. The business case is expected to and will need to identify the scope and scale of the planned service changes and link plans, forecasts and finances across the system.
- ◆ The need for a more effective case management information system (CLIX).
- ◆ The Joint Review identified lack of management capacity in both the learning disabilities and mental health services for working age adults.
- ◆ The results of Best Value reviews within social services have yet to make an impact, but the implementation of the improvement plan from the review of home care services has begun and the review of carers' services is nearing completion.
- ◆ The council-wide Human Resources strategy is being implemented and the first monitoring report has shown improvement in most areas, except for :
 - equal opportunities and diversity both in service provision and employment;
 - the social services average sickness rate increased to nine percent compared to six percent in the previous year.
- ◆ The percentage of gross expenditure on staffing which was spent on training in 2002/03 was below the average for the comparator group and has been at this level for some years, although training opportunities for social services staff have been widened through greater access to corporate provision.
- ◆ Work begun on a workforce development plan has been frustrated by lack of training and development capacity.

A REPORT ON HEREFORDSHIRE'S "AUDIT OF SERVICES" FOLLOWING THE VICTORIA CLIMBIE INQUIRY (THE LAMING REPORT)

Report By: Head of Social Care (Children)

Wards Affected

County-wide

Purpose

1. To bring to the Committee's attention the Social Services Inspectorate's (SSI) evaluation of Herefordshire's "audit of services" to children in need in response to the practical recommendations of the Victoria Climbié Inquiry".

Financial Implications

2. None.

Background

3. A Briefing paper on the Victoria Climbié Inquiry conducted by Lord Laming was submitted to this Committee on 13th March 2003. The Inquiry contained 108 Recommendations resulting from the tragic death, in February 2000, of eight-year-old Victoria Climbié.
4. Forty-six of the Recommendations were aimed specifically at Social Services. The range of areas covered included training, case management protocols with other authorities, how cases are transferred, hospital based social work and child protection and the auditing of cases.

Response to the Inquiry

5. The Government made its response to Laming on the 8th September 2003. This was principally in the document "Keeping Children Safe ". On the same day the Green Paper (Consultation), "Every child Matters" was published and contains recommendations which link to "Keeping Children Safe". The implications of both documents for Herefordshire will need to be considered separately and reported to a future Committee. The consultative period for the Green Paper is until 1st December 2003.
6. Each Social Services Authority completed a framework entitled "Audit of Services to Children in Need in Response to the Practice Recommendations of the Victoria Climbié Inquiry". Herefordshire submitted its Audit on 30th April 2003 following consultation with the Leader of the Council and Senior Officers. A copy of the submission is available to Members on request.

The Audit Framework

7. The Audit Framework covered the Laming Recommendations by requesting responses around the following seven standards:
 1. Referral

Further information on the subject of this report is available from Henry Lewis, Head of Social Care (Children) on (01432) 261603

2. Assessment
3. Allocation, Service Provision and closure
4. Guidance (policies and procedures)
5. Training and Development
6. Organisation and Management
7. Governance (accountabilities of Chief Executive and Councillors)
8. The self-audit was scrutinised by the SSI. It was clear that, if necessary, there would be a follow-up visit or inspection of an Authority. This was not so in Herefordshire's case.
9. A letter was written to the Chief Executive by the Director of SSI, West Midlands, John Cypher, (Appendix 1), which accompanied the Performance Evaluation document for Herefordshire Council.
10. The evaluation of current services was positive stating that **"Herefordshire is serving most children well, and its capacity for improvement is promising"**.
11. This was confirmed at the SSI's Annual Review Meeting of Herefordshire's Social Services performance on 15th July 2003. This meeting was attended by both the Cabinet Member (Social Care and Strategic Housing), Councillor Mrs O. Barnett, and the Chair of this Committee, Councillor Mrs M. D Lloyd-Hayes, as well as the Leader of the Council, Councillor Mr R Phillips. Following the meeting the Performance Review Report 2003 letter agreed that "overall the Council's work to improve child protection services,had shown significant improvements. These improvements have been sustained through 2002/03 and confirmed through the Joint Review and Climbie Audit".
12. The Audit has dated targets within three months, six months and two years. A future report to Committee will bring together an update on progress on the Climbie audit and any additions prompted by the Green Paper.

RECOMMENDATION

- THAT (a) the evaluation of the Council's audit of Lord Laming's Inquiry recommendations be noted;**
- and**
- (b) the Director of Social Services and Strategic Housing update the Committee on the audit at a future meeting, including any additional requirements reflected in the Green Paper, "Children at Risk".**

BACKGROUND PAPERS

- Agenda item 11 Social Care and Strategic Housing Scrutiny Committee, 13th March 2003
- CM 5730, The Victoria Climbie Inquiry, HMSO, February 2003
- The Victoria Climbie Inquiry, Summary and Recommendations HMSO, 2003
- "Children at Risk" - Green Paper (published 8th September, 2003).



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Our Reference No: 530/SSI/WMD/3/8/204
 Your Reference No:

2 September, 2003

Mr N M Pringle
 Chief Executive
 Brockington
 35 Hafod Road
 Hereford
 HR1 1SH

Dear Mr Pringle

**AUDIT OF SERVICES TO CHILDREN IN NEED IN RESPONSE TO THE
 PRACTICAL RECOMMENDATIONS OF THE VICTORIA CLIMBIE INQUIRY**

Thank you for submitting the self-audit of services to children in need as required from all councils following the Victoria Climbié Inquiry.

Your Council's business link inspector has now evaluated this. The completed evaluation template is attached. You will see that the overall evaluation has concluded that Herefordshire is serving most children well, and its capacity for improvement is promising.

These judgements will be taken into account in the star rating process, later this year. Given the importance of work in this area it has been agreed that the evaluation of the audit will form a Key Performance Indicator (KPI) in the overall performance assessment of councils. Any Councils judged through this evaluation process as not serving children well or only serving some children well can not be judged as serving most or all children well in the overall assessment of children's services.

You may wish to comment on the evaluation and/or discuss it with your business link inspector. Aspects of the audit and evaluation are likely to be discussed at the annual review meeting and will contribute to the improvement agenda for your council.

The evaluation of your audit should be published as a document of public access and should be presented to the appropriate committee of the council with responsibility for social services.

If you have any queries about the evaluation please contact your business link inspector,
Graham Woods at this office.

Yours sincerely



John Cypher
Director
SSI West Midlands

☎ 0121-606-4361

E-Mail Address: john.cypher@doh.gsi.gov.uk

Copy: Ms Sue Fiennes
Director of Housing & Social Care

**Victoria Climbié Audit Tool : 2002-03 : Performance Evaluation
for Herefordshire council. (415)**

Audit of services to Children in Need in response to the practice recommendations of the Victoria Climbié Inquiry
Spring 2003

Name of Inspector completing evaluation	Date of completion
Graham Woods	27-May-2003

Please complete the relevant tick box to identify this evaluation phase.

a) Completed after the evaluation of the audit	<input checked="" type="checkbox"/>
b) Completed after a follow up visit	<input type="checkbox"/>
c) Completed after an inspection	<input type="checkbox"/>

STANDARD 1 - REFERRAL	Evaluation
Referral and initial response, including those provided outside office hours, safeguard and promote the welfare of children and are convenient and user-friendly	Most
Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.	
<p>The council's audit is consistent with the recent Joint Review(JR) report. The JR report confirmed the improved performance of child protection systems as shown in the 2001-02 PAF PIs. However, it expressed concern about the lack of clear eligibility criteria for children in need, the high threshold for intervention and , in particular, the lack of a mechanism for managing cases of concern that fell just below the threshold. Additional information from the council has demonstrated that work with partners on these issues is well advanced.</p>	

STANDARD 2 - ASSESSMENT Assessment of children in need, focus on safeguarding and promoting the welfare of the child by addressing their developmental needs and the capacity of the primary carers to meet those needs	Evaluation Most
Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.	
<p>The council assessed this standard overall as 'very effective', consistent with the scores against each criteria. However, the standard refers to children in need (not just CP cases) and the JR report raised a number of relevant concerns:</p> <ul style="list-style-type: none"> the threshold for services was high and the safety of children just below the CP threshold was questioned; the Assessment Framework was not always used ; some assessments lacked focus; and 'what needs to change' to protect a child was not always clear'. <p>In 2001/02, the council was above the WMidlands average for completion of initial assessments in 7 days but a little below the unitary and England average , but was performing less well on core assessments in 35 days. 2002/03 targets predicted a relatively good performance.</p> <p>The level of repeat referral was relatively high suggesting lack of sufficient focus in some assessments and care plans.</p>	

STANDARD 3 - ALLOCATION, SERVICE PROVISION AND CLOSURE Where a child is identified as being in need councils provide a service appropriate to the level of assessed need. Closure is only considered following an full analysis of need and such action is deemed to be in the child's best interest.	Evaluation Most
Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.	
<p>The council's evidence and overall score are consistent.</p> <p>The Performance Improvement Group(chaired by a senior manager and attended by all operational managers) meets fortnightly to assure equity of access and workloads(geographical location is not the overriding criteria for locating case responsibility and allocation) and to oversee performance information returns</p>	

STANDARD 4 - GUIDANCE	Evaluation
Social services has effective policies and procedures in respect of children in need consistent with local ACPC arrangements and monitors the implementation of them	Uncertain
Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.	
<p>The council's evidence and overall score are consistent.</p> <p>The council has established clear accountabilities and these are reflected in updated job descriptions. However, the revision of the Children's Services procedures, inherited from the previous authority, still remains outstanding. A target date of September 2003 has been set for completion.</p>	

STANDARD 5 - TRAINING AND DEVELOPMENT	Evaluation
Social services ensure that all staff working with children in need are suitably skilled and qualified to undertake appropriate continuing professional development.	Promising
Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.	
<p>The council's judgement against this standard is inconsistent with the evidence and judgements against the individual criteria, which indicate a better overall score.</p> <p>The JR report shows that the staff review and development system is working positively and for the majority of staff. Completion rates are now a internal performance indicator. The next step is to aggregate the results and express these needs within the training plan.</p> <p>Routinely assessing the impact of training on practice is an ambitious but necessary target.</p>	

STANDARD 6 - ORGANISATION AND MANAGEMENT	Evaluation
Social services has performance management arrangements within which all staff understand their responsibilities for delivering the services supported by regular supervision and appraisal.	Promising
Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.	
<p>The council's evidence and overall score are consistent.</p> <p>The Performance Improvement Group is playing an important role in ensuring a consistent approach to managing the service.</p> <p>The JR report confirms that the supervision policy has been positively implemented and that there is a system for management oversight of compliance with the policy and with procedures.</p>	

STANDARD 7 - GOVERNANCE	Evaluation
Councillors and Chief Executives have clear accountabilities for social services for children in need including arrangements for the review of policy and practice and strong scrutiny arrangements.	Promising
Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.	
<p>The council's overall judgement is inconsistent with the evidence and scoring against the individual criteria. Six of the 10 criteria are in the higher categories, of which four are fully reaching the criteria. All but one of the Laming timescales will be met. Allowing for a weighting on the importance of workforce strategy and quality assurance systems, overall this standard is on the cusp and therefore 'promising' prospects.</p> <p>The Performance Improvement Group has ensured that all CP and LAC cases are allocated to social workers. Arrangements for reporting to councillors on core child care responsibilities are robust.</p>	

Overall Assessment : Serving People well?

Evaluation - Serving people well	Most
----------------------------------	------

Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.

The aggregation of the council's overall judgements on the three relevant standards results in an overall assessment of 'serving most'. This is so even with the downgrading of the overall assessment of Standard 2 . There is clear evidence of good compliance with CP procedures and all CP and LAC cases are allocated to social workers. There are issues about the timeliness and quality of assessments for children in need. This is a particular issue for those not reaching the threshold for CP procedures, but whose safety is cause for concern. Work is, however, advanced in clarifying eligibility criteria and thresholds for services.

Overall Assessment : Capacity for Improvement?

Evaluation - Capacity for improvement	Promising
---------------------------------------	-----------

Text box explaining evaluation particularly if evaluation does not agree with the council's self audit.

The council's capacity to improve is 'promising' .The council had underscored itself on two of the four standards, because its overall judgements were not consistent with those made against the individual criteria in those standards. The JR report confirms the council's implementation of the changes recommended in the SSI children's services inspection. Performance management arrangements are largely in place both at operational level and to councillors. Developments in auditing the quality of practice and case recording are well advanced. Sixty-nine percent of the criteria are on target.

Follow up visit to take place?	No
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Strengths and areas for development

Description of Issue	PAF Domain	Strength/ Area for development?	Highlight for Annual Review?
The Performance Improvement Group ensures equity of service and routinely monitors referral and assessment performance.	Fair Access	Strength	0 - No
The Council had established an independent Planning, Review and Audit Unit and its work was being extended across agencies.	Quality	Strength	0 - No
The planned upgrading of the information system will enhance the performance management and auditing systems	Quality	Strength	0 - No
The supervision policy has been implemented and is monitored.	Effectiveness	Strength	0 - No
There is a need to ensure the application of the Framework for Assessment and the quality of assessments and care plans.	Quality	Area for development	1 - Yes
The eligibility criteria and revised thresholds for services need to be implemented and monitored, especially to ensure appropriate responses to children who cause concern.	Effectiveness	Area for development	1 - Yes
A standard approach to case closure is needed	Effectiveness	Area for development	1 - Yes
The target for the revision of the Childrens Services procedures is Spetember 2003.	Effectiveness	Area for development	1 - Yes

Standards for case recording have been devised. A Framework for routine auditing of case records was being devised for implementation this year.	Quality	Strength	0 - No
Individual staff development reviews have been positively implemented and the results now need aggregating as a contribution to developing the training plan.	Effectiveness	Strength	1 - Yes

EXTRA CARE HOUSING DEVELOPMENT

Report By: Head of Strategic Housing Services

Wards Affected

Tupsley

Purpose

1. To provide an update on the position with regard to the development of an Extra Care Housing Scheme within Hereford.

Financial Implications

2. None within this report, as it is for information purposes only. However, the scheme will result in capital expenditure and detailed costs are currently being sought from the Registered Social Landlord Partners, as detailed later in this report.

Background

3. This Committee received an update on the Extra Care Housing Development on 17th June 2003.
4. This report updates members further on the process being followed and highlights key housing needs findings.
5. Housing needs analysis has been undertaken to support the need for Extra Care Housing provision in the county. The main findings include:
 - Translating estimates of need into actual demand is notoriously difficult.
 - Age Concern survey involved over-55's confirmed that over 94% wished to maintain a degree of independence.
 - Herefordshire projected population growth over 2001/2011: 6% (National 4%).
 - Over 60's population growth in Herefordshire for the same period estimated to be 30%, double the National projected rate of 15%.
 - Health & Care crisis in older age currently often results in either Residential or Nursing Care provision, with resultant loss of independence.
 - 1960's – 1980's Sheltered Housing provision is appropriate and often difficult to let.
 - Currently (August 2003), the number of residents awaiting a service, whose first choice is likely to be a residential care home or other institutional setting, (but for whom the cost and practicality of providing long term home support package is not sustainable) is approximately 12 in hospital and 4 at home.

Further information on the subject of this report is available from Richard Gabb,
Head of Strategic Housing Services on 01432-261902

- Rural difficulties include:
 - Providing housing;
 - Cost of providing dispersed services;
 - Obtaining appropriate care services;
 - Evidence of lack of alternatives.

Current Position

6. The current position is as follows:

- Capital costs will not be fully known until the return of detailed submissions from Registered Social Landlords. However, whilst overall capital build costs will be substantially higher, the estimated contribution from charitable, local authority and other public sector funds is expected to be in the region of £4 million, as follows:-
 - Private Sector: £1 million (charitable);
 - Public Sector*: Department of Health, Housing Corporation, Local Authority (Housing Capital)

* With public sector funding, the Registered Social Landlords (RSLs) will be submitting a bid to the Housing Corporation in October 2003 and the Department of Health in November 2003 to attract additional resources to the county. It is envisaged that the Local Authority will then only fund the shortfall.

- Revenue (Support and Care):

It is difficult at this stage to identify the exact revenue costs until the capital bids have been received, assessed and an RSL partner selected. The balance of care and support required will need to be agreed with all partners. However, services would be funded from:

- Social Care budgets;
- Primary Care Trusts (PCT) budgets;
- Supporting People;
- Self-funding.

With reference to the Supporting People funding, an indicative level of £150,000 has been suggested by Extra Care Housing Trust as the level required to support such a scheme. However, it is not possible to “set aside” this level of funding.

This is a potential risk that needs to be recognised, as to secure funding existing services will need to be decommissioned following scheme reviews where they are not considered to be providing supporting people objectives.

Highlighting any savings of such a housing provision would be difficult to predict at this early stage, as there are factors that need to be resolved with regards to site assembly, balance of the levels of care support, etc.

SOCIAL CARE AND HOUSING SCRUTINY COMMITTEE - 29TH SEPTEMBER 2003

- Extra Care Housing Trust has worked in partnership with the Local Authority to prepare a project brief for the selection of a preferred-partner RSLs. This includes a submission of financial information to develop the Extra Care Housing provision. A bid submission will be made to both the Housing Corporation and the Department of Health, to be submitted by the closing date of 17th November 2003, to attract additional resources to the county. (Note: the bid rounds for the Housing Corporation are yet to be confirmed.)
 - RSL partners who have expressed an interest in assisting with this development, as follows:
 - Bromford Housing Group;
 - Marches Housing Association;
 - Festival Housing Group;
 - Gloucestershire Housing Association;
 - West Mercia Housing Group (on behalf of St John Kemble Housing Association);
 - South Shropshire Housing Association
 - A draft timetable of the preliminary work is being established indicating the main areas of work and priority deadlines.
 - A potential site has been identified at the former Local Authority nurseries on Ledbury Road, Hereford, subject to Cabinet approval. A report is being considered by Cabinet on 25th September, 2003 which seeks a decision on proceeding with the scheme.
 - The site is currently in the ownership of Property Services. Work is underway to determine the exact valuation of the land and the mechanism for disposal.
 - An initial development proposal has recognised the need for possible negotiations with the allotment society to either purchase additional land or enter a land swap deal. Informal discussions with the chair of the society have been favourable to release additional land for the redevelopment.
 - Officers are currently looking for alternative sites to assist in the relocation of Unity gardens, should they require such assistance. A possible location is Widemarsh Workshop.
7. A full detailed report will be brought to members outlining the costs of the scheme following the selection process for the partnering RSL. Members will be kept informed of progress with the development of Extra Care in Herefordshire.

RECOMMENDATION

That the latest position with regard to the development of Extra Care Housing scheme in Hereford City be noted.

Background Papers

- None.

Further information on the subject of this report is available from Richard Gabb,
Head of Strategic Housing Services on 01432-261902

DELAYED TRANSFERS OF CARE AND REIMBURSEMENTS

Report By: Head of Social Care (adults)

Wards Affected

County-wide

Purpose

1. To inform the Committee of the background and implications of delayed transfers of care (delayed discharges) within Herefordshire.

Financial Implications

2. From January 2004 Social Services Departments will be subject to a fine for every day individuals are delayed in hospital as a direct result of the lack of social care services, relating to both assessment activity and service provision.
3. During October 2003 to January 2004 a shadow period will operate. Data will be collected and used to profile the financial impact.

Background

4. Securing timely and effective hospital discharge is a key concern for health and social care. Hospital beds are expensive and a finite number. Hospital is often an unsuitable environment for people who are fit for discharge. Unnecessarily long delays can subject patients to risk of acquired infections which can lead to depression or a decline in functional independence. The objective is therefore "right care, right place, right time."
5. With the amalgamation of the city hospitals in Hereford into the County Hospital there was a reduction in the number of beds in the acute hospital sector. This was to be of-set by more day cases, more efficient systems, a new Intermediate Care Centre at Hillside, and ensuring timely discharges.
6. Delayed hospital discharge is a complex issue with a range of causes and solutions which generally fall into one of the following three categories:
 - At an individual level - there is a need for action to improve the way that individual practitioners respond to the needs of older people and communicate with service users, carers and fellow professionals.
 - At an organisational level – there is a need for action by health and social care agencies to work in partnership, increase their own internal efficiency and develop shared solutions to local problems.

- At a structural level – there is a need for central government to overcome the financial, legal and administrative obstacles to joint working.

Current Position

7. On a weekly basis there are on average between 16 and 20 people who are delayed in Hereford Hospitals Trust. These figures are reported to the DOH. Between 3 and 5 of those can be directly attributed to social reasons. However, those not reported are those people delayed in non-acute settings i.e. the County's community hospitals and mental health wards. Currently there are on average 14 during any week. These individuals are primarily waiting for funding to be released for residential or nursing placements.
8. A deliberate policy has been adopted of moving patients, who are fit for discharge but who are unable to be appropriately placed, in the community hospitals in order to ensure capacity within the acute trust. However this has resulted in further delays in getting other patients out into the community hospital in a timely manner.
9. A number of initiatives to improve the patients pathway through the system are underway;
 - Hillside Intermediate Care Centre will open on 1st November. This joint initiative with the Primary Care Trust provides for 22 residential rehabilitative beds and a community outreach team. The Council's Reablement Unit (currently at Quarry House) will be integrated into the centre.
 - A number of social care staff are now based in the County Hospital providing assessments and discharge planning on site. A joint funded team of reablement assistants provide intensive, short term, personal care support on discharge.
 - Leominster whole systems pilot - In recognition of the impact of social care related delays, the Council provided a one-off ring-fenced sum of £300,000 as part of the budget process for 2003/2004. Part of this has been used to fund placements for all those delayed in Leominster Community hospital during August. 9 patients were discharged. The pilot will address the question "what services need to be in place to ensure that no older person, admitted from home, is discharged directly to a care home placement."

- Implementation of Home Care Best Value Review. – The pilot area is again Leominster. A number of in-house home care staff are providing reablement for all new service users or those who have had a hospital admission. Learning from the pilot will inform the roll out of the improvement plan.
- Joint Intermediate care co-ordinator – this post holder will lead the locality development and integration of Rapid Response teams and the council's reablement teams.
- Emergency Medicine Task group – admission avoidance, with appropriate community health and social care response is vital to ensure that only those who need the services of acute medicine are admitted to a hospital bed. Social care is represented on this working group.
- A visit by a member of the DOH Change Agent team has provided a report for the Joint Chief Executives/Officers on areas for whole systems development.
- A discharge guide for patients has recently been published.
- Additional assessment staff in mainstream and mental health services.

Reimbursement Scheme

10. The stated intention of The Community Care (Delayed Discharges) Act 2003 is that social services should pay for the care of an individual as soon as they become their responsibility. The fact that social services will have to pay the costs of keeping someone in hospital is intended to act as an incentive to them to provide community services as soon as possible.
11. The shadow period between October 2003 and January 2004 will provide time to prepare for implementation. This period provides the opportunity to review and strengthen discharge planning. An implementation team lead by social care has completed the administration process mapping and systems will be in place by October.'
12. Reimbursement Grant accompanies the Act. Herefordshire's allocation is £172,000 part year funding. Local partners have agreed to the advanced investment of some of the grant to expand services and minimise delays. Department of Health guidance allows for local economies to agree to "call off" any subsequent actual fines against the amount invested. This approach is intended to encourage councils not to hold back part of the grant to pay fines.

13. The biggest cause of lengthy delays in Herefordshire is for people waiting for funding for care home placements, or for a vacancy in their home of choice – Herefordshire will invest in a number of “interim placements” as alternative provision until permanent funding or vacancies are available.
14. An administrator will be required to accept and monitor the notifications.

Summary

15. Delayed discharges are not the responsibility of a single agency and therefore require a joint agency response. The introduction of reimbursements, while it will define and identify delays due to social care functions, will not resolve the issue in isolation. Funding of care home placements continue to cause the greatest number of delays, detailed monitoring will be required to judge whether the investment of the grant will be sufficient not to incur fines. This will form part of the budgetary process.

RECOMMENDATION

THAT the report be noted and further reports on delayed transfers of care, and the implementation of the reimbursement scheme be brought to the Committee.

BACKGROUND PAPERS

- Beds in Herefordshire reports – Social Care’s contribution to the action plan - Social Care and Strategic Housing Committee – 18th April 2002 and 23rd January 2002.

BEST VALUE REVIEW OF CARER SUPPORT SERVICES – STAGE 3 REPORT

Report By: Head of Social Care (Adults)

(The detailed Review report is enclosed separately for Members of the Committee and is available to the public on request.)

Wards Affected

County-wide

Purpose

To consider and approve the Stage 3 report and outcomes of the Best Value Review of Carer Support Services.

Financial Implications

1. Social Care, Carers' Officer post (- to continue to provide an operational function)

This post is currently funded through the Planning & Partnership budget. Funding ends March 2004.

To continue this post from March 2004 at its current grade and as a FTE post it will require ~£31,000 (£22,689 plus on costs). However a significant proportion of this funding could come from the Carers Special Grant, as the post holder will be responsible for the infrastructure of Grant purchased carers services, which is allowable under the Grant. **Additional funding required: ~£10,000**

2. Carers Officer post (- to provide a strategic function)

This would be a new post possibly managed by Planning & Partnership. Assuming similar costs to the post above, Social Care & Strategic Housing's contribution to this post would be approximately £16,000. **Additional funding required: ~£16,000**

Background to the Review

The review covered the information and support services provided by Herefordshire Council for informal carers of: adults with learning disabilities; physical and sensory disabilities; children with disabilities; people with mental health conditions and older people. It also included: the Assessment process for carers; services provided using Carers Special Grant and short term breaks, information and support services.

The review team had 11 members:

- An independent Chair - (Operations Manager, Princess Royal Trust. PRT is a national registered charity with 117 Carers Centres in the UK. PRT has no presence in Herefordshire.)
- 2 Council members
- 2 current Carers – one living outside Herefordshire but with in depth knowledge of caring both as a SSI Lay Inspector and as Chair of a Carers Organisation in Worcester. The other with in-depth knowledge of carers' services in Herefordshire, particularly learning disabilities, and of the Community Health Council.
- Outside challenger – Best Value Review Officer (Environment Directorate)
- Managers of Learning Disability, Mental Health, Children with Disability and Older People & Physical Disability services.
- Carers Officer - who facilitated the Review.

Data collection

The scoping exercise proved complex due to the nature of the service for the following reasons:

- Carers are adults and children caring for people for all ages with a range of disabilities and/or health conditions. The links between carers, service users, the voluntary and statutory sector are therefore complex.
- The vast majority of the Social Care budget funds the provision of services for people who need care and support. Although these services are not directly provided to support carers, they do in fact do so and therefore also needed to be considered.
- Services for people with learning disabilities and for people with mental health conditions are provided by 'integrated teams' with a pooled health and social care budgets and staff. (A Service Manager employed by Social Care manages the Learning Disability Service and a Service Manager employed by the PCT manages the Mental Health Service.)
- The services being reviewed covered both adult and children services.

Comparative information from other authorities regarding the number of Carers Assessments carried out was difficult to collect and analyse, because it is only recently that Authorities have had to provide this information to the Department of Health. The definitions used when recording data also vary.

Best Value Reviews from other counties were collected and proved to be an excellent source of information. However because the scope of each review was different and the services were provided and funded in different ways, it was not possible to make direct comparisons.

Challenge

The Group had an outstanding combination of members who were able to cover the wide range of issues and services required by this review. This also ensured an effective challenge throughout the process. In addition the Group collected information from a variety of sources and consulted with a range of groups e.g.:

- Undertaking a mystery shopping exercise

- Carrying out a comparative analysis of service provision
- Undertaking a SWOT analysis

It also considered, in depth, the links between the Best Value Review and the Carers Strategy Group now called the Carers LIT (Carers Local Implementation Team).

The Best Value Review Group considered what local carers want from the service both now and in the future, and took into account the availability of future funding. The recommendations outlined in this report identify the results of this challenge process.

Consultation

Consultation was carried out with:

- Members of the voluntary sector through two Stakeholder exercises
- HCS and Carers Action

Consultation with carers including:

- carers caring for someone receiving a home care service
- carers over the revised Carers Strategy
- young carers,
- the public through Herefordshire Voice,
- hidden carers

It was evident that the Council has strengths and weaknesses in the provision of these services. The main issue arising from consultation with the voluntary sector was the difficulty they have providing quality services on levels of funding that change from year to year, often with little notice.

Carers main issues arise from the difficulty they have accessing the information they need, at the time they need it, and in a format that they can easily understand. They also need an increase in the number and variety of services, most particularly short term breaks services, which will enable them to maintain their own health and well-being, as well as the health and well-being of those for whom they care.

Comparison

Information from other authorities was collected and used as a comparison. It was evident that Herefordshire should be increasing the number of Carers Assessments it was carrying out and also its performance in recording these Assessments. The quality of assessments carried out and the links between the assessment process and resulting services must also be improved.

Using completed Best Value Review reports from other counties as comparisons, it was apparent that almost identical issues arose in every authority and as outlined

above these relate to assessments, information and the provision of services particularly short term breaks services.

Compete

The Best Value Review Group discussed what impact there would be if Social Care & Strategic Housing ceased the provision of services. It concluded that:

- There is a requirement to continuous improvement of Council services.
- There is a duty to carry out assessments if the carer is eligible for one.
- The Council have a duty to provide information to carers about their eligibility for assessment and services.
- Although there is no requirement to employ a specialist Carers Officer the post currently provides a vital strategic and operational role.
- If additional carer support services were not purchased from the voluntary sector there would be greater pressure on social work staff to provide the information and support required. A considerable preventative element of support would therefore be lost. In addition there would be a loss of funding into Herefordshire from the additional funding that is available to support carers.

The Review Group considered whether services could be provided in a different way, but concluded that no single provider would be able to meet all the requirements of Best Value and that there are distinct advantages to having a range of providers of carer services. However in funding a range of providers the Council must ensure that each provider's remit is explicit and unambiguous and each works in partnership with all other providers of services.

In conclusion the preferred option is for the Council to continue to provide and commission a range of services, subject to the recommendations outlined below.

Risk assessment

If improvements to services are not made, then there is a risk that resources (both in staffing and financial terms) are not used as efficiently and effectively as they could be, in order to best support carers in Herefordshire.

Process issues

The scoping exercise proved challenging because of the very wide-ranging nature of the Review.

RECOMMENDATION

THAT the Review Group's recommendations as set out below are accepted and recommended to the Strategic Monitoring Committee:

- Improve operational delivery and strategic planning of services by:
 - Supporting the introduction of a Herefordshire Council 'Carers Charter', that makes a clear and unequivocal statement recognising the worth of carers to the community and within its own workforce.
 - Supporting the introduction of 'Carers Champions' within each Council Directorate, whose role would be to promote issues that relate to carers
 - Reviewing the role and responsibilities of the Social Care & Strategic Housing Carers Officer post
 - Supporting the recommendation for an additional post to take on the strategic planning of carers services
 - Writing and implementing a Service Improvement Plan for Carers Services which links directly into the Carers LIT.
- Improve core functions of assessment and information activity by:
 - clarifying its policies and procedures and improving its performance with regard to Carers assessments
 - improving the way it provides information
 - Introducing 'Carer Champions' within each service area of Social Care & Strategic Housing
- Improve commissioning and contractual arrangements by:
 - Reviewing the length of contracts agreed with the voluntary sector

BACKGROUND PAPERS

- 3rd Stage Best Value Review Report of Carers Support Services.

**BEST VALUE REVIEW OF HEREFORDSHIRE
ADOPTION AND FOSTERING SERVICES - STAGE ONE****Report By: Director of Social Care and Strategic Housing**

(The detailed Review report is enclosed separately for Members of the Committee and is available to the public on request.)

Wards Affected

County-wide

Purpose

1. To inform members of the progress of the Best Value Review and the Stage One report of the Review process: the initial diagnosis and analysis.

Background

2. The Report sets out the current position for the service, the plan for consulting key stakeholders, and an action plan to fill some of the gaps in information and knowledge highlighted by Stage One.
3. A crosscutting Best Value Review of the wide range of services provided to children in public care in Herefordshire (ie, those who are Looked After by the local authority) was reported to Strategic Monitoring Committee in July 2002. The report identified the challenges of addressing the diversity of services offered by a wide range of providers across statutory, voluntary and private sectors to a small but highly significant population. The present report builds on the extensive consultation process of the previous review and focuses on the specific remit of the Council in relation to Adoption and Fostering services.
4. The Children's Resource Team for Herefordshire has a Team Manager for Fostering and one for Adoption. Whilst professional social work staff are allocated to managers for supervisory purposes and are encouraged to develop specialist areas of expertise, many have a mix of responsibilities across both areas of service. Training of prospective Adopters and Foster Carers is undertaken jointly and the Adoption Panel that considers applicants and children being put forward for Adoption also approves permanent Fostering placements. However, the Adoption service and the Fostering service are subject to separate and differing regulatory requirements. This provides a number of complicating factors for the Best Value Review process.

Matters for consideration

5. Performance assessment of social services in Herefordshire, includes the Joint Review by the Social Services Inspectorate and Audit Commission reported to the Council in July 2003. They indicated that both our Adoption and Fostering services compare favourably with those provided by other local authorities. Herefordshire sustains a high proportion of Looked After Children in family settings within foster

Further information on the subject of this report is available from Jon Dudley, Children's Services Manager
(Resources)
on (01432) 260327

care (over 80%), and has improved the proportion of Looked After Children benefiting from permanent new homes through Adoption.

6. The Council already operates within a "mixed economy of care". The bulk of fostering provision comes from local families recruited, trained and supported by our own staff. Some use is made of placements with independent sector fostering agencies, a number of which are actively recruiting in Herefordshire. The service aim is to use local families to provide good homes to local children and to offer a package of support and remuneration that compares favourably with the independent sector. The Review identifies how we are doing in achieving that aim.
7. Within the last two years, significant changes and requirements have been imposed on the Adoption and Fostering services locally, some predicted and some not. The national and local factors are set out in detail in the Stage One Report.

Financial issues

8. The Review aims to identify how the service can be improved, deliver better outcomes for children and best value overall, within the existing resources allocated.

RECOMMENDATION

THAT (a) the Stage One report be endorsed, with any comments fed back to the Review Team;

and

(b) the Action Plan and Consultation Plan are endorsed as preparatory steps towards a full appraisal of options for the future delivery of service, at Stage Three in the Best Value process.

BACKGROUND PAPERS

- Appendix One, Stage One Report

SOCIAL SERVICES AND STRATEGIC HOUSING BUDGET MONITORING 2003/04 – 4 MONTHLY REPORT

Report By: Head of Business Services

Wards Affected

County-wide

Purpose

1. To inform the Committee of the budget monitoring position for Social Care and Strategic Housing for the first four months of the financial year 2003/04.

Financial Implications

2. As detailed within the report.

Background

3. Following the Council's Performance Management Framework, budget monitoring reports should be made at 4, 6, 9 and 12 months. This is the first budget monitoring report for the financial year 2003/04 to the Social Care and Strategic Housing Scrutiny Committee, and takes into account expenditure incurred up to the end of July 2003.
4. Although this is the first report to this Scrutiny Committee, monthly budget monitoring reports are presented to the Chairman and Vice-Chairman of this Committee. This is in addition to monthly reports made to the Cabinet Member (Social Care and Strategic Housing), the County Treasurer and the directorate management team.

Social Services Budget 2003/04

5. The budget for the financial year 2003/04 was set by Council on 7th March 2003. Additional resources of £1.3million were allocated to Social Care programme area, with £300,000 of the £1.3million for 2003/2004 only specifically to be used for the purpose of addressing difficulties with delayed discharges.

6. In summary, after allowing for inflation the total budget available for Social care in 2003/04 is as follows:

	£
Base budget (after inflation)	30,962,950
Growth allocated	<u>1,300,300</u>
Total budget Social Care	33,262,950

7. On 10th July, 2003 Cabinet noted the final revenue outturn report for the financial year 2002/03. Cabinet endorsed the recommendation that the overspend on Social Care in excess of the 2% permitted under the Council's Financial Standing Orders would be met from reserves. This then meant that the overspend carried forward to the 2003/04 budget was £582,000.
8. At the end of July 2003, the projected year end position for Social Care is £466,000 overspend. This figure *includes* the £582,000 carried forward from 2002/03. Key risk areas have been identified within the budget, which include assumptions made about residential and family placements for children, fairer charging income projections and grants income. Initial budget planning included some limited contingency provision to meet unquantified but likely pressures during the year.

Strategic Housing Budget 2003/04

9. The 2003/04 budget for Strategic Housing is £1,247,000. In addition, an underspend of £191,000 has been carried forward from 2002/03.
10. At the end of July 2003, the projected year end position for Strategic Housing is a small underspend of £5,000. This includes the underspend brought forward from 2002/03. Once again key risk areas have been identified within the budget projections, including homelessness expenditure where currently spend is projected as being on target.

Summary

11. In summary, whilst the budget settlement for 2003/04 was positive, it must be viewed in the context of continuing service pressures. The Directorate has put in place measures designed to manage expenditure for 2003/04 within budget. It is essential that the risk areas identified be continually reviewed to ensure that this target is delivered.

RECOMMENDATION

THAT the budget monitoring report for the first 4 months of the financial year be noted.

BACKGROUND PAPERS

- None

Further information on the subject of this report is available from
Sue Alexander, Head of Business Services, on 01432 260069 or Anne Silley on 01432 260545

SCRUTINY OF THE HEREFORDSHIRE PLAN

**Joint Report By: Director of Policy and Community and
Director of Social Care and Strategic Housing**

Wards Affected

County-wide

Purpose

1. To advise Members on arrangements for monitoring the Herefordshire Plan.

Financial Implications

2. None.

Background

3. Following wide ranging consultation on the original draft a revised edition of the Herefordshire Plan was published in June 2000. The Herefordshire Plan was one of the first wave of community plans published in England. The Plan sets out a vision, guiding principles, ten ambitions and a number of golden threads which together form a ten year strategy for Herefordshire. The Plan is therefore currently at the end of its 3rd year.

Partnership Arrangements

4. The implementation of the Plan is supported by a comprehensive partnership including over 100 organisations from the public, private and voluntary sectors. Core partners of the Council include the Chamber of Commerce and Business Link, Herefordshire and Worcestershire, Herefordshire Association of Local Councils, Herefordshire Primary Care Trust, Learning and Skills Council Herefordshire and Worcestershire, Voluntary Organisations, and West Mercia Constabulary.
5. The Partnership is led through ten ambition groups which take responsibility for delivering each ambition in the Plan. The Ambition Groups are supported by a Management Group and Board of senior officers from the core partner organisations. In addition there are golden threads running through the activity of all Ambition Groups.
6. The Ambitions are as follows, showing the Cabinet Member: within whose remit the ambition falls and the Scrutiny Committee responsible, for scrutinising progress towards achieving the ambitions.

Ambition	Cabinet Member	Scrutiny Committee
Improve the health and wellbeing of Herefordshire People	Social Care and Strategic Housing	Health Social Care and Housing

Further information on the subject of this report is available from
Director of Policy and Community on (01432) 260042 or Director of Social Care and Strategic Housing (01432)
260048

Ambition	Cabinet Member	Scrutiny Committee
Reduce crime and disorder and make Herefordshire safer	Leader	Strategic Committee Monitoring
Tackle poverty and isolation in Herefordshire	Leader	Strategic Committee Monitoring
Encourage communities to shape the future of Herefordshire	Community and Social Development	Social and Economic Development
Develop Herefordshire as an active, vibrant and enjoyable place to be	Community and Social Development	Social and Economic Development
Protect and improve Herefordshire's distinctive environment	Environment	Environment
Provide excellent education, training and learning opportunities in Herefordshire for all ages	Community and Social Development Education	Education Social and Economic Development
Meet Herefordshire's accommodation needs	Social Care and Strategic Housing	Social Care and Housing
Support business growth and create more and better paid work in Herefordshire	Economic Development, Markets and Property Rural Regeneration	Social and Economic Development
Develop an integrated transport system for Herefordshire	Highways and Transport	Environment

7. Underpinning the Ambition Groups there are a plethora of local partnerships throughout Herefordshire based on geographic communities ranging from town centres to housing estates and individual villages. Work is currently underway to improve communications and linkages between the Ambition Groups and these key geographic communities.

Member Involvement

8. Member support and involvement in delivering the Herefordshire Plan is an essential element of success. The Herefordshire Plan has been developed using a number of dedicated events with Herefordshire Council Members.
9. Members of the Executive are charged with receiving regular reports on the progress of the Herefordshire Plan generally and the contribution of the different parts of

Herefordshire Council to the achievement of individual Ambitions. Wherever possible Executive Members should be integrated into the work of the Ambition Groups.

10. In September 2001 the Strategic Monitoring Committee agreed that individual Scrutiny Committees should receive six monthly reports setting out progress to date, work in hand and future timetables. Where Cabinet Members are responsible for more than one ambition Scrutiny Committees should examine composite reports. In order not to lose sight of the breadth of the Plan the Strategic Monitoring Committee should receive, at least on an annual basis, a report bringing together key activities/themes which are being progressed or emerging.

Achievements

11. The Audit Commission's Corporate Assessment of the Council in December 2002 commented that "the Plan has provided the focus for partnership working and has contributed significantly to the Council being able to attract significant external funding to deliver projects tackling local priorities, such as rural access and pockets of deprivation in Hereford City. In this respect the Plan has enabled the Council to punch above its weight as a small low-funded authority."
12. Details of specific achievements are set out in the Herefordshire Plan Progress Review 2001-2002 copies of which are available in the Members' Room. The Plan is currently being revised and an updated version of the current Plan will be available in the next few months. There will then be a fundamental review in 2004, leading to a new Plan in 2005.
13. This Scrutiny Committee therefore has a role in scrutinising progress towards achieving the following ambitions:
 - Improve the health and wellbeing of Herefordshire People
 - Meet Herefordshire's accommodation needs
14. A report on the ambition to improve the health and wellbeing off Herefordshire people was considered by this Committee in March 2003. Whilst the Health Scrutiny Committee will now lead in scrutinising this ambition, reports will also be made to this Committee.
15. Achievements of the Health And Social Care Ambition Group from the new revision of the Herefordshire Plan include:
 - increased schemes to help people with mental health difficulties to live at home
 - South Wye mental health drop in café
 - new unit to help older people regain independence on target to open in November 2003
 - two rural 'sure start' schemes to support families with children under five
 - successful bid for '5 A DAY' funding to increase the number of people eating fruit and vegetables
16. Achievements of the Housing Ambition Group from the new revision of the Herefordshire Plan include:
 - Produced Supplementary Planning Guidance for new housing developments, looking particularly at issues of sustainability

- Completed pilot of a Housing needs Toolkit with a local parish council
- Provided a response to the Regional Housing Strategy
- Participated in the development of the Herefordshire Council's Housing strategy

RECOMMENDATION

THAT the report be noted subject to any comments that the Committee wishes to make.

BACKGROUND PAPERS

- Herefordshire Plan
- Herefordshire Plan Progress Review 2001/2002

WORK PROGRAMME**Report By: Chairman of the Committee****Wards**

County -wide

Purpose

- 1 To give further consideration to the work programme for the Committee.

Background

- 2 In June this Committee considered and confirmed its extant work programme incorporating a number of items which had been identified as requiring periodic monitoring and attention and providing a basis for the Committee's work to be added to as required. This was noted by the Strategic Monitoring Committee in July.
- 3 The Chairman noted at the Committee's meeting that there was an opportunity for Members to identify issues they considered important and invited members to notify her of their opinions. The Chairman has subsequently held informal discussions on the content of the Work Programme and will report at the meeting
- 4 A copy of the current programme is appended.

RECOMMENDATION**THAT consideration be given to the work programme.****BACKGROUND PAPERS**

- None identified.

Social Care and Housing Scrutiny Committee – Work Programme 2003-2004

Date	Items
June 2003	<ul style="list-style-type: none"> • Budget Report Outturn • Health Scrutiny Progress Review • Performance Monitoring (&LPSA) end of year outturns • Southbank Close Residential/Respite Establishment • Ivy Close Residential/Respite Establishment • Serious Case Review Update • Best Value Reviews – progress reports
Sept 2003	<ul style="list-style-type: none"> • Business Plan (including joint review action plan) • Performance Monitoring four months (&LPSA) • Budget 2003/4 four month report • Report on Human Resources issues, including sickness absence, accident statistics. • Herefordshire Plan Ambition Groups • Best Value Reviews – progress reports • Provision of Respite Care • Response to Laming Report • Joint Review of Social Services Outcome
November 2003	<ul style="list-style-type: none"> • Performance Monitoring six months (&LPSA) • Budget 2003/04 six month report • Better Care Higher Standards (Annual Report) • Serious Case Review Update • SSI Annual Review of Performance • Best Value Reviews – progress reports

January 2004	<ul style="list-style-type: none">• Performance Monitoring eight months (&LPSA)• Budget 2003/2004 eight month report• Business Plan (including Joint Review Action Plan)• Supporting People Strategy• Best Value Reviews – progress reports
April 2004	<ul style="list-style-type: none">• Performance Monitoring 10 months (&LPSA)• Budget 10 month report• Herefordshire Plan Ambition Groups• Best Value Reviews – progress reports

Further additions to the work programme will be made as required