

**Manchester City Council
Report for Information**

Report To: Health and Wellbeing O&SC – 8th January 2009
Executive – 14th January 2009

Subject: 2007-08 Annual Performance Assessment of Social Care
Services for Adult services for Manchester

Report of: Caroline Marsh, Director of Adult Social Care

Summary

The purpose of this report is to present to the Committee, as required by the Commission for Social Care Inspection (CSCI), the inspectorate's Annual Review of Performance for Adult Social Care in Manchester for the year 2007/08, as detailed in the Performance Summary Report issued by CSCI on 27th November 2008.

Recommendations

It is recommended that: Members note this report

Wards Affected:

All

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	The council's welfare benefits advice service is particularly effective in providing support to local people to maximise their income and, where relevant, manage their debts.
Reaching full potential in education and employment	The council's support for carers to remain in work or take up work or educational opportunities and support for corporate employees who are carers encourages people to reach their full potential.
Individual and collective self esteem – mutual respect	Personalisation promotes self esteem and mutual respect.
Neighbourhoods of Choice	The council's detailed understanding of the local social care market in order to support its plans to offer people more choice in terms of the services they use promotes neighbourhoods of choice.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
 - Risk Management
 - Legal Considerations
-

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

Contact Officers:

Name: Caroline Marsh
Position: Director of Adult Social Care

Telephone: 0161 234 3952
E-mail:
caroline.marsh@manchester.gov.uk

Name: Jill Meredith
Position: Principal Manager,
Quality and Performance, ASC
Telephone: 0161 234 3982
E-mail:
jill.meredith@manchester.gov.uk

Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

None

1.0 Introduction

- 1.1 Each year the Commission for Social Care Inspection (CSCI) evaluates the council's performance in relation to Adult Social Care. In 2007/08, the evaluation process again focused on the seven outcomes contained in the Health White Paper 'Our Health, Our Care, Our Say' and the standards against which we were judged got tougher. The judgement relates only to 2007/08 and does not take into account more recent activity.
- 1.2 CSCI's assessment and subsequent Star Rating for 2007/08 have now been published. The Council is required to make this assessment public and it will be made available on the City Council's website. It is also required to present the assessment to the Executive of the Council by 31st January 2009. This report fulfils that requirement. A copy of the findings will also be published on the website.
- 1.3 CSCI also quality assess our registered internal providers of Home Care services, Care Homes and Adult Placement Schemes. In March 2007, CSCI had inspected all services. 14 services were regarded as good, six as adequate and one poor. No services were rated excellent. By November 2008, our services had achieved significant improvements in ratings: eight were excellent, 12 good and no services were regarded as adequate or poor. One is still outstanding but we anticipate a favourable result. A more detailed table is attached at Appendix 1.

2.0 Annual Performance Assessment Judgement

- 2.1 The overall judgment is that Adult Social Care services has a
 - **two star** rating and that there is
 - **promising** capacity for improvement.

Adult Social Care's performance is rated as **two stars (Good)**.

- 2.2 This years judgement was influenced by the service inspection of Independence, Wellbeing and Choice undertaken by CSCI in December 07/ January 08 and by the Boyington Report on Mental Health published in July 2008.
- 2.3 The Service Inspection results were reported to the July 08 meeting of the Health and Wellbeing Overview and Scrutiny Committee. Although the Council challenged the judgement, we did put in place actions that immediately addressed the actions recommended in the report. This has been recognised in the summary Annual report by CSCI, which is attached at the Appendix.
- 2.4 Mental Health is a major priority for the City Council, NHS Manchester and the Manchester Mental Health and Social Care Trust. The Boyington Report jointly commissioned by all three organisations helped to identify the barriers to improving mental health services in the city. We have agreed a joint action plan to improve the service but recognise that there is still some challenges ahead. The CSCI Summary Annual Report gives recognition to the

responsibility and commitment of all the partners to move forward from Boyington.

- 2.5 The CSCI judgement for 2007/08 remains somewhat focused on traditional social care services and does not take full account of the personalisation agenda and the transformation of services required to meet Putting People First. Manchester is widely recognised as one of the leading authorities in this area.

3.0 Assessment

- 31 A list of the key strengths and areas for development identified by CSCI are listed below. Key strengths and areas for development against each of the seven outcomes are listed in Appendix 2 to this report.

4.0 Key strengths and areas for development

Key strengths	Key areas for development
All people using services	
<ul style="list-style-type: none"> • The council and its partners ensure that people have access to information and advice on how to stay healthy • People using Information Prescriptions provided very positive feedback of the benefits • Debt and welfare benefits advice is available on site to people attending a number of health care services, enabling them to maximise their income • The council's performance on helping older people, people with physical or sensory impairment and people with learning disabilities to go on living at home is very good • People are provided quickly with minor adaptations or equipment to help them maintain their independence • Almost all regulated services run by the council have two or three star quality ratings • One of the first Local Involvement Networks is in operation in the city • Overall, the council provides good information on services for the public • The number of older people and younger adults moving to residential and nursing care homes has reduced • Increasing numbers of people, with a variety of needs, are using Individual Budgets and Direct Payments to exercise more control over the support they receive 	<ul style="list-style-type: none"> • Reviews of care for some groups of people need to be carried out more regularly • The council should review the information it makes available to people using services on making complaints and consider including a clear offer of advocacy support to assist people in taking concerns forward • People who fund their own care need to be offered improved support • The council should progress its plans to strengthen supported employment initiatives and to improve their co-ordination, enabling more people with disabilities to find employment or remain in work • Further work is needed to ensure that social and health care staff have a clear understanding of safeguarding thresholds and referral standards • The council should implement its planned publicity campaign to improve public levels of knowledge about safeguarding, in particular to help safeguard people who fund their own care • The council needs to increase the proportion of relevant council staff who have received appropriate safeguarding training • The council should use its audit of the levels and quality of safeguarding training in independent sector services to identify where to target future safeguarding awareness training • Further improvements to recording practice in

<ul style="list-style-type: none"> • People whose needs fall below the threshold for access to care managed services have expressed high levels of satisfaction with the support offered by the short-term team • The council has reached Level 4 of the Local Government Equality Standard • The council provides particularly well developed services for asylum seekers and other minority communities • The council provides a very effective and well appreciated service supporting people with welfare benefits and debt advice • The council's Dignity in Care campaign encourages care home staff to ensure that residents are treated with dignity and have freedom to develop interpersonal relationships • The council is taking balanced measures to help safeguard people who use Individual Budgets when they purchase care • The council has an ambitious vision to move towards people being able to direct their own care and having access to a range of preventive services • There is strong corporate and political backing for Adult Social Care's change programme • Performance against social care performance indicators has improved and is generally very good • The council has made a pro-active start on implementing improvements to safeguarding following the service inspection • The council has strengthened its contract monitoring of care homes and has targeted improvement activity on poorer regulated services operating in the city with demonstrable results • Budget management is robust • Performance on the proportion of intensive home care provided is very good, the costs are lower than those of comparator councils • There are good examples of the central involvement of people who use services and their carers in developing commissioning strategies 	<p>relation to safeguarding require completion</p> <ul style="list-style-type: none"> • Advocacy support for people who report that they have been abused needs to be strengthened • The Safeguarding Board needs to develop a clear Business Plan and make further progress with embedding good safeguarding awareness and practices across the city • The council needs to actively monitor progression of all service development and improvement plans and take remedial action as necessary to avoid slippage on targeted timeframes • The planned introduction of the council's new MiCARE system will achieve full implementation of an electronic social care record and the impact of this will need to be monitored • The council and its PCT partner need to make further progress towards effective joint commissioning for older people and people with physical disabilities
<p>Older people</p>	
<ul style="list-style-type: none"> • Schemes set up under the Partnerships for Older People initiative are successfully supporting older people in maintaining 	<ul style="list-style-type: none"> • The council should continue to progress its plans to increase the amount of extra care sheltered housing available to older people

<p>independent living</p> <ul style="list-style-type: none"> • Older people on the Valuing Older People Partnership Board and Community Resource Centre committees carry out effective scrutiny work, improving the accessibility of services and making sure they are tailored to the needs of older people • Assessment of the needs of 94% of older people began within 48 hours of them first contacting Adult Social Care during 2007-08 	<ul style="list-style-type: none"> • Further development and integration of initiatives to reduce the incidence of falls amongst older people is needed from the council and its PCT partner • An electronic single assessment summary is not yet available and further action is needed to implement this • Further integration and development of services for older people with mental health needs is needed to improve their access to good quality care • The availability of out of hours support for older people with mental health needs further improvement • The council needs to implement planned measures to increase the availability of care home places and other forms of support for older people with dementia
<p>People with learning disabilities</p>	
<ul style="list-style-type: none"> • All people with learning disabilities have health action plans • People with learning disabilities act as audit assistants, reviewing the quality of person centred planning 	<ul style="list-style-type: none"> • The council needs to improve the effectiveness of measures to help people with learning disabilities into voluntary work.
<p>People with mental health problems</p>	
<ul style="list-style-type: none"> • The Carers and Family Project has strengthened links with carers of people who misuse substances 	<ul style="list-style-type: none"> • People with mental ill health and their carers need clearer information and care pathways to enable them to make the best use of services • The council and its health partners need to invest in a more unified and systematic infrastructure to engage with people with mental health needs and their carers in an effective way and avoid duplication • There is an acknowledged need to move forward with health partners to make further improvements to the joint governance of mental health services and agree new performance management arrangements in line with the recommendations of the recent external assessment, ensuring that the social care contribution to mental health services is fully integrated • Further measures are needed to improve joint working between health and social care staff in mental health services • Mental health services commissioning needs further integration and increased social care input

People with physical and sensory disabilities	
<ul style="list-style-type: none"> • People with a visual impairment are actively involved in initiatives to improve the accessibility of services 	<ul style="list-style-type: none"> • The implementation of plans to improve integrated working between front line social and health care staff should improve the experience of people with physical or sensory impairment • The council should continue to implement improvements to the accessibility of information for people with physical disabilities in line with its action plan • Joint leadership with health partners across physical disability services requires strengthening and further progress on developing and meeting jointly agreed physical disabilities services business plan targets is needed.
Carers	
<ul style="list-style-type: none"> • Carers are benefiting from a further significant improvement in support, particularly respite care • The council has introduced emergency plans and cards to improve support for carers • A high proportion of carers of younger adults with learning disabilities had their care needs assessed or reviewed during 2007-08 	

5.0 Contributing to the Community Strategy

(a) Performance of the economy of the region and sub region

- 5.1 The performance assessment recognises that the council's welfare benefits advice service is particularly effective in providing support to local people to maximise their income and, where relevant, manage their debts.

(b) Reaching full potential in education and employment

- 5.2 The performance assessment recognises that the council has improved support for carers to remain in work or take up work or educational opportunities should they wish to do so. It has also improved support for corporate employees who are carers and has sought to influence other employers in the city to do the same, with early evidence of success.

(c) Individual and collective self esteem – mutual respect

- 5.3 'The performance assessment recognises that the council is in the vanguard of the national move to 'personalise' services to individuals and provide them with more choice and control over addressing their care needs.'
Personalisation promotes self esteem and mutual respect.

(d) Neighbourhoods of choice

- 5.4 'The performance assessment recognises that the council has developed a detailed understanding of the local social care market in order to support its plans to offer people more choice in terms of the services they use.' This

enables people to get the services they need in their own locality and promotes neighbourhoods of choice.

6.0 Key polices and considerations

(a) Equal opportunities

6.1 The Annual review of performance demonstrates that Adult Social Care is serving all communities of interest well.

(b) Risk management

6.2 The results of the 2007/08 Annual Review of Performance will not contribute to the CAA judgement, The 2008/09 Annual Review will contribute to the CAA judgement and is being performance managed by the Adult Social Care Departmental Management Team and Partners in conjunction with the Executive Member for Adult Social Care.

(c) Legal considerations

6.3 There are no legal considerations.

7.0 Conclusion

7.1 The judgement is historical and only relates to 2007/08. It does not take account of more recent activity. All the areas for development identified by CSCI are being addressed and progress has been made. Overall performance is good for Adult Social Care in Manchester. There has been improvement across nearly all performance indicators at a time when we are undergoing significant change. In addition, we are recognised as one of the authorities leading the personalisation agenda and offering greater choice and control for our customers. However, we are not complacent, we understand the challenges that face the service and will work with our partners to continuously improve services and outcomes for customers. Our improved performance in the provision of our registered internal providers of Home Care services, Care Homes and Adult Placement Schemes demonstrates the level of our commitment.

8.0 Recommendations

8.1 It is recommended that Members note this report.

Attached to this report:

Appendix 1: Adult Social Care registered internal providers of Home Care services, Care Homes and Adult Placement Schemes

Appendix 2: CSCI Performance Summary report of 2007-08 Annual Performance Assessment of Social Care Services for Adult services for Manchester.

Appendix 1

Adult Social Care registered internal providers of Home Care services, Care Homes and Adult Placement Schemes.

November 2008

Adults

Property	CSCI quality rating
Physical Disability Support service	Good
Central Network	Excellent
Chorlton & Didsbury Network	Excellent
Harpurhey Network	Good
Wythenshawe & Northern Moor Network	Excellent
North Domiciliary Care	Excellent
Central Domiciliary Care	Excellent
South Domiciliary Care	Excellent
144 Wythenshawe Road	Excellent
West View Road	Good
Rye Bank Rd	Good
Edlington Walk	Good
Broadlands	Good
Adult Placements	Good

Older People

Property	CSCI quality rating
Whitemoss	Good
Hall Lane (STAR & Home Care)	Good
Heathfield (STAR & Home Care)	Good
Hillside (STAR & Home Care)	Good
Central(Home Pathway Team)	Good
Assessment, Rehabilitation & Outreach (ARO) Unit Hall Lane Day Centre	Excellent



*Making Social Care
Better for People*

CS CSCI
3rd floor
Unit 1, Tustin Court
Port Way
Preston PR2 2YO

Tel: 01772 730100
Fax: 01772 730176
Email: enquiries@csci.gsi.gov.uk
www.csci.org.uk

Caroline Marsh
Director of Adult Social Care
Manchester City Council
PO Box 536
Town Hall Extension
Manchester M60 2AF

Date: 27th October 2008

Our Ref: MT/KR

Dear Caroline

PERFORMANCE SUMMARY REPORT of 2007-08 ANNUAL PERFORMANCE ASSESSMENT OF SOCIAL CARE SERVICES FOR ADULTS SERVICES FOR MANCHESTER CITY COUNCIL

Introduction

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

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

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

- Delivering outcomes using the LSIF rating scale

And

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

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

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

ADULT SOCIAL CARE PERFORMANCE JUDGMENTS FOR 2007/08

Areas for judgment	Grade awarded
Delivering Outcomes	Good
Improved health and emotional well-being	Adequate
Improved quality of life	Good
Making a positive contribution	Good
Increased choice and control	Good
Freedom from discrimination and harassment	Good
Economic well-being	Good
Maintaining personal dignity and respect	Adequate
Capacity to Improve (Combined judgment)	Promising
Leadership	Uncertain
Commissioning and use of resources	Promising
Performance Rating	Two star

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

KEY STRENGTHS AND AREAS FOR DEVELOPMENT BY PEOPLE USING SERVICES

Key strengths	Key areas for development
All people using services	
<ul style="list-style-type: none"> • The council and its partners ensure that people have access to information and advice on how to stay healthy • People using Information Prescriptions provided very positive feedback of the benefits • Debt and welfare benefits advice is available on site to people attending a number of health care services, enabling them to maximise their income • The council’s performance on helping older people, people with physical or sensory impairment and people with learning disabilities to go on living at home is very good • People are provided quickly with minor adaptations or equipment to help them maintain their independence • Almost all regulated services run by the council have two or three star quality ratings • One of the first Local Involvement Networks is in operation in the city • Overall, the council provides good information on services for the public • The number of older people and younger adults moving to residential and nursing care homes has reduced • Increasing numbers of people, with a variety of needs, are using Individual Budgets and 	<ul style="list-style-type: none"> • Reviews of care for some groups of people need to be carried out more regularly • The council should review the information it makes available to people using services on making complaints and consider including a clear offer of advocacy support to assist people in taking concerns forward • People who fund their own care need to be offered improved support • The council should progress its plans to strengthen supported employment initiatives and to improve their co-ordination, enabling more people with disabilities to find employment or remain in work • Further work is needed to ensure that social and health care staff have a clear understanding of safeguarding thresholds and referral standards • The council should implement its planned publicity campaign to improve public levels of knowledge about safeguarding, in particular to help safeguard people who fund their own care • The council needs to increase the proportion of relevant council staff who have received appropriate safeguarding training • The council should use its audit of the levels and quality of safeguarding training in

<p>Direct Payments to exercise more control over the support they receive</p> <ul style="list-style-type: none">• People whose needs fall below the threshold for access to care managed services have expressed high levels of satisfaction with the support offered by the short-term team• The council has reached Level 4 of the Local Government Equality Standard• The council provides particularly well developed services for asylum seekers and other minority communities• The council provides a very effective and well appreciated service supporting people with welfare benefits and debt advice• The council's Dignity in Care campaign encourages care home staff to ensure that residents are treated with dignity and have freedom to develop interpersonal relationships• The council is taking balanced measures to help safeguard people who use Individual Budgets when they purchase care• The council has an ambitious vision to move towards people being able to direct their own care and having access to a range of preventive services• There is strong corporate and political backing for Adult Social Care's change programme• Performance against social care performance indicators has improved and is generally very good• The council has made a proactive start on implementing improvements to safeguarding following the service inspection• The council has strengthened its	<p>independent sector services to identify where to target future safeguarding awareness training</p> <ul style="list-style-type: none">• Further improvements to recording practice in relation to safeguarding require completion• Advocacy support for people who report that they have been abused needs to be strengthened• The Safeguarding Board needs to develop a clear Business Plan and make further progress with embedding good safeguarding awareness and practices across the city• The council needs to actively monitor progression of all service development and improvement plans and take remedial action as necessary to avoid slippage on targeted timeframes• The planned introduction of the council's new MiCARE system will achieve full implementation of an electronic social care record and the impact of this will need to be monitored• The council and its PCT partner need to make further progress towards effective joint commissioning for older people and people with physical disabilities
--	--

<p>contract monitoring of care homes and has targeted improvement activity on poorer regulated services operating in the city with demonstrable results</p> <ul style="list-style-type: none"> • Budget management is robust • Performance on the proportion of intensive home care provided is very good, the costs are lower than those of comparator councils • There are good examples of the central involvement of people who use services and their carers in developing commissioning strategies 	
<p>Older people</p>	
<ul style="list-style-type: none"> • Schemes set up under the Partnerships for Older People initiative are successfully supporting older people in maintaining independent living • Older people on the Valuing Older People Partnership Board and Community Resource Centre committees carry out effective scrutiny work, improving the accessibility of services and making sure they are tailored to the needs of older people • Assessment of the needs of 94% of older people began within 48 hours of them first contacting Adult Social Care during 2007-08 	<ul style="list-style-type: none"> • The council should continue to progress its plans to increase the amount of extra care sheltered housing available to older people • Further development and integration of initiatives to reduce the incidence of falls amongst older people is needed from the council and its PCT partner • An electronic single assessment summary is not yet available and further action is needed to implement this • Further integration and development of services for older people with mental health needs is needed to improve their access to good quality care • The availability of out of hours support for older people with mental health needs further improvement • The council needs to implement planned measures to increase the availability of care home places and other forms of support for older people with dementia
<p>People with learning disabilities</p>	
<ul style="list-style-type: none"> • All people with learning disabilities have health action 	<ul style="list-style-type: none"> • The council needs to improve the effectiveness of measures to help

<p>plans</p> <ul style="list-style-type: none"> • People with learning disabilities act as audit assistants, reviewing the quality of person centred planning 	<p>people with learning disabilities into voluntary work</p>
<p>People with mental health problems</p>	
<ul style="list-style-type: none"> • The Carers and Family Project has strengthened links with carers of people who misuse substances 	<ul style="list-style-type: none"> • People with mental ill health and their carers need clearer information and care pathways to enable them to make the best use of services • The council and its health partners need to invest in a more unified and systematic infrastructure to engage with people with mental health needs and their carers in an effective way and avoid duplication • There is an acknowledged need to move forward with health partners to make further improvements to the joint governance of mental health services and agree new performance management arrangements in line with the recommendations of the recent external assessment, ensuring that the social care contribution to mental health services is fully integrated • Further measures are needed to improve joint working between health and social care staff in mental health services • Mental health services commissioning needs further integration and increased social care input
<p>People with physical and sensory disabilities</p>	
<ul style="list-style-type: none"> • People with a visual impairment are actively involved in initiatives to improve the accessibility of services 	<ul style="list-style-type: none"> • The implementation of plans to improve integrated working between front line social and health care staff should improve the experience of people with physical or sensory impairment • The council should continue to

	<p>implement improvements to the accessibility of information for people with physical disabilities in line with its action plan</p> <ul style="list-style-type: none">• Joint leadership with health partners across physical disability services requires strengthening and further progress on developing and meeting jointly agreed physical disabilities services business plan targets is needed
Carers	
<ul style="list-style-type: none">• Carers are benefiting from a further significant improvement in support, particularly respite care• The council has introduced emergency plans and cards to improve support for carers• A high proportion of carers of younger adults with learning disabilities had their care needs assessed or reviewed during 2007-08	

KEY STRENGTHS AND AREAS FOR DEVELOPMENT BY OUTCOME

Improved health and emotional well-being

The contribution that the council makes to this outcome is adequate.

The council and its Primary Care Trust (PCT) partner use a wide and innovative spectrum of measures to provide people with information on staying healthy and promote healthier lifestyles. Whilst health outcomes for people in the city remain amongst the poorest in the country, life expectancy is improving at a faster rate than the national average. The importance placed on health and wellbeing in the city is reflected in the inclusion of key social and health care priorities in the Local Area Agreement, with targeted improvements identified for the next three years.

Integrated working between social and health care workers in the community is not well developed for all groups of people although there are instances of good practice. This means that people do not consistently benefit from 'seamless' holistic assessment and service provision.

Few people had to remain in hospital without there being medical need during 2007-08. The council and its PCT partner have made further progress with their programme of improvements to achieve equity of access for older people across the city to effective outcomes-based intermediate care services.

Key Strengths

- The council and its partners ensure that people have access to information and advice on how to stay healthy
- All people with learning disabilities have health action plans
- People using Information Prescriptions provided very positive feedback of the benefits
- Debt and welfare benefits advice is available on site to people attending a number of health care services, enabling them to maximise their income

Key areas for development

- Further development and integration of services for older people with mental health needs is needed to improve their access to good quality care
- People with mental ill health and their carers need clearer information and care pathways to enable them to make the best use of services
- The implementation of plans to improve integrated working between front line social and health care staff should improve the experience of people with physical or sensory impairment

Improved quality of life

The contribution that the council makes to this outcome is good.

The council continues to give good support to people with differing social care needs, enabling them to go on living independently at home. It has used Partnerships for Older People funding to develop a wide range of schemes offering information and accessible services that have proved popular and effective in helping older people retain their independence. The council's plans to expand extra care sheltered housing and to integrate social and health care falls prevention initiatives should increase the effectiveness of preventive services in the city. Both older and younger adults have started to benefit from intensive home care services that 're-able' them to go on living independently.

Substantial numbers of people with physical disabilities obtain equipment and adaptations to assist them to live independently and there has been improvement in the timeliness of major adaptations made to people's homes. A higher proportion of people with learning disabilities benefit from support, including planned short breaks, than in comparator council areas. The council recognises the key role played by carers in preventive care and has further increased the support available to them during 2007-08.

There is a wealth of grant-funded and voluntary services in the city that help to support people and maintain their wellbeing and health. People with complex disabilities have access to a range of services tailored to their needs. The council uses telecare equipment as a means of helping to assure the independence and safety of vulnerable people living alone.

Key strengths

- The council's performance on helping older people, people with physical or sensory impairment and people with learning disabilities to go on living at home is very good
- People are provided quickly with minor adaptations or equipment to help them maintain their independence
- Carers are benefiting from a further significant improvement in support, particularly respite care
- Schemes set up under the Partnerships for Older People initiative are successfully supporting older people in maintaining independent living
- Almost all regulated services run by the council have two or three star quality ratings

Key areas for development

- The council should continue to progress its plans to increase the amount of extra care sheltered housing available to older people
- Further development and integration of initiatives to reduce the incidence of falls amongst older people is needed from the council and its PCT partner

Making a positive contribution

The contribution that the council makes to this outcome is good.

By the end of March 2008, the council was supporting over 600 people to assess their own needs through use of Individual Budgets. People who use services and their carers play important roles in Partnership Boards, making decisions on policy and the development of services. They are represented on interviewing panels for staff employed by Adult Social Care.

There are significant numbers of volunteers across the city providing practical support and helping people to maintain their emotional wellbeing. The council has actively supported volunteering by hosting promotional events and advertising specific opportunities.

The council listens to feedback from people who use services and to carers and demonstrably uses this information to plan improvements. Carers of people with mental health needs now have improved access to social care support.

Key strengths

- One of the first Local Involvement Networks is in operation in the city
- Older people on the Valuing Older People Partnership Board and Community Resource Centre committees carry out effective scrutiny work, improving the accessibility of services and making sure they are tailored to the needs of older people
- People with learning disabilities act as audit assistants, reviewing the quality of person-centred planning
- People with a visual impairment are actively involved in initiatives to improve the accessibility of services
- The Carers and Family Project has strengthened links with carers of people who misuse substances

Key areas for development

- The council and its health partners need to invest in a more unified and systematic infrastructure to engage with people with mental health needs and their carers in an effective way and avoid duplication

Increased choice and control

The contribution that the council makes to this outcome is good.

The majority of older people do not have to wait long for an assessment of their needs to be carried out. Where older people are assessed as eligible for services, these are provided in a timely way. The council makes a wealth of information available on its award-winning website, which has recently been updated to provide a more comprehensive directory of services available.

Complaints made about social care services are handled promptly and most are resolved at the first stage of the procedure although the information available on making complaints would benefit from review. The Customer Services Officer follows complaints up and ensures that learning points are acted upon.

The central Contact Service provides a 'round the clock' response for people needing assistance and additional support and consultation has been made available for people using the community alarm scheme.

All elements of the Single Assessment Process have been implemented. The council's performance on providing people with a statement of their needs and how these will be met is adequate. The council has continued to make significant progress towards person-centred planning for people with learning disabilities and all young people with learning disabilities who reached adulthood during 2007-08 have an Individual Budget. The Independent Mental Capacity Advocate service is becoming embedded in practice.

The range of services for older people is broad and people are beginning to benefit widely from the intensive re-ablement home care service to help them recover independence after a crisis. Carers now have access to improved support in the event of them becoming ill or unable to continue to support a cared for person for a temporary period. People of working age with mental health needs now have access to an expanded range of services that meets the requirements of the National Service Framework and provides substantially improved access to emergency support.

The council is in the vanguard of the national move to 'personalise' services to individuals and provide them with more choice and control over addressing their care needs. People with assessed care needs are supported as necessary to draw up costed plans for their own care and can either manage the budget themselves or ask the council to do this for them. More carers began to benefit from Direct Payments during 2007-08. There are substantive Direct Payment packages for other groups of people and these are used by people from black and minority ethnic groups in proportion to the level of their representation in the population.

Key strengths

- Assessment of the needs of 94% of older people began within 48 hours of them first contacting Adult Social Care during 2007-08
- Overall, the council provides good information on services for the public
- A high proportion of carers of younger adults with learning disabilities had their care needs assessed or reviewed during 2007-08
- The number of older people and younger adults moving to residential and nursing care homes has reduced
- The council has introduced emergency plans and cards to improve support for carers
- Increasing numbers of people, with a variety of needs, are using Individual Budgets and Direct Payments to exercise more control over the support they receive

Key areas for development

- Reviews of care for some groups of people need to be carried out more regularly

- The council should continue to implement improvements to the accessibility of information for people with physical disabilities in line with its action plan
- The council should review the information it makes available to people using services on making complaints and consider including a clear offer of advocacy support to assist people in taking concerns forward
- An electronic single assessment summary is not yet available and further action is needed to implement this
- The availability of out of hours support for older people with mental health needs further improvement.

Freedom from discrimination and harassment

The contribution that the council makes to this outcome is good.

There is clear information on who is eligible for council services, available in different formats and languages. The council plans to fully evaluate the impact of its eligibility criteria to ensure that all people whose needs are not 'substantial' or 'critical' can access other support services available. A team provides short-term preventive support for some of those who fall below the Fair Access to Care Services threshold across the city and, whilst longer-term benefits have yet to be substantiated, there have been demonstrable improvements in outcomes for people using this service.

There has been a significant improvement in the council's monitoring of the ethnicity of people both assessed for and receiving a service. People from black and minority ethnic communities access services in line with their proportion in the population. As part of its implementation of the Disability Discrimination Act, the council is making progress in improving access to employment in its own services.

Key strengths

- People whose needs fall below the threshold for access to care managed services have expressed high levels of satisfaction with the support offered by the short term team
- The council has reached Level 4 of the Local Government Equality Standard
- The council provides particularly well developed services for asylum seekers and other minority communities

Key areas for development

- People who fund their own care need to be offered improved support

Economic well being

The contribution that the council makes to this outcome is good.

Arrangements for determining continuing care funding between the council and the PCT were revised in line with national guidance during 2007-08. By the end of the year the new arrangements were working well, with a higher degree of collaboration and increased numbers of people were deemed eligible for funding.

The number of people with learning disabilities helped into paid and voluntary work during the year was lower than in comparator councils. There is limited evidence of the council's success in supporting people with physical or sensory impairment or mental health problems in finding or retaining employment.

The council has improved support for carers to remain in work or take up work or educational opportunities should they wish to do so. It has also improved support for corporate employees who are carers and has sought to influence other employers in the city to do the same, with early evidence of success.

The council's welfare benefits advice service is particularly effective in providing support to local people to maximise their income and, where relevant, manage their debts.

Key strengths

- The council provides a very effective and well appreciated service supporting people with welfare benefits and debt advice

Key areas for development

- The council should progress its plans to strengthen supported employment initiatives and to improve their co-ordination, enabling more people with disabilities to find employment or remain in work
- The council needs to improve the effectiveness of measures to help people with learning disabilities into voluntary work

Maintaining personal dignity and respect

The contribution that the council makes to this outcome is adequate.

Numbers of safeguarding referrals are similar to those in comparator council areas but the spread of referrals indicates that understanding of thresholds and referral standards requires further improvement. Once safeguarding referrals are received staff deal with them promptly and pro-actively but the quality of recording practices needs to be more consistent.

The council has significantly improved the proportion of relevant council staff that have received safeguarding training, although the rate remains lower than for comparator councils. The council provides comparatively low levels of training to independent sector care staff.

The revision and updating of city wide inter-agency safeguarding policies and procedures was completed in August 2008, addressing a longstanding area for improvement.

The council has policies and procedures in place to assure confidentiality of information held on people using services and to check compliance with these. Almost all people moving into care homes are offered single rooms to enable them to maintain their privacy.

The Manchester Safeguarding Adults Partnership Board was launched in October 2007, replacing the multi-agency steering committee. Membership has been broadened and strengthened to encourage the full engagement of all partner agencies in the city. Measures have been taken to strengthen liaison with the police at operational level over referrals and investigations.

Key strengths

- The council's Dignity in Care campaign encourages care home staff to ensure that residents are treated with dignity and have freedom to develop interpersonal relationships
- The council is taking balanced measures to help safeguard people who use Individual Budgets when they purchase care

Key areas for development

- Further work is needed to ensure that social and health care staff have a clear understanding of safeguarding thresholds and referral standards
- The council should implement its planned publicity campaign to improve public levels of knowledge about safeguarding, in particular to help safeguard people who fund their own care
- The council needs to increase the proportion of relevant council staff who have received appropriate safeguarding training
- The council should use its audit of the levels and quality of safeguarding training in independent sector services to identify where it should target future safeguarding awareness training
- Further improvements to recording practice in relation to safeguarding require completion
- Advocacy support for people who report that they have been abused needs to be strengthened
- The Safeguarding Board needs to develop a clear Business Plan and make further progress with embedding good safeguarding awareness and practices across the city

Capacity to improve

The council's capacity to improve services further is promising.

Leadership

There is strong and ambitious leadership of adult social care, benefiting from a stable core management team and extensive corporate and political engagement and support. The council's vision, in line with government priorities, is to re-design social care for adults in the city to provide early intervention support and to enable people to choose and design the forms of support they receive. The implementation timetable has required significant

management energy and project management over 2007-08 and the council has used external secondments and consultants to boost its capacity to deal with this transformational agenda.

Overall, performance against indicators has improved and progress has been made in implementing or partially implementing almost all the areas for improvement identified last year. Planning is thorough and coherent with clear linkages. However, there are some areas of service where external review indicates that progress fell behind aspirations in 2007-08, for example, in carrying through the safeguarding improvement agenda and in progressing improvement plans in physical disability services. The council has acted quickly to make progress on safeguarding improvements that are so far progressing to planned timescales. An action plan is in place to address areas for improvement in physical disability services.

Partnership with the PCT has been strengthened at the strategic level through the creation of the Health and Wellbeing Board and this is now being consolidated through PCT representation in the corporate senior management team and the Programme Board. Whilst the integration of social and health care is well established in some services, such as learning disabilities, this has not yet been effectively achieved in mental health services. The council was aware of the need for further improvements in addition to the successful expansion to the range of services available during 2007-08, and commissioned an external assessment jointly with the PCT to establish ways to move forward with their Mental Health Trust partner. Following the publication of the assessment findings in July 2008, the council fully accepts the need to improve its role in governance and in ensuring that it is better able to influence social care outcomes for people using mental health services in the city. It has been pro-active in taking the assessment recommendations forward, with its partners, which will lead to formulation of a detailed joint action plan and progress to improve the experience of people who use mental health services and their carers in the coming year.

The workforce is stable and there are no difficulties recruiting or retaining staff. All staff are participating in learning activities relating to the new 'culture' and ways of working inherent in the change to the self-directed care model. The council has developed effective staff communication mechanisms. Levels of training expenditure are in line with those of other councils. The council is undertaking a comprehensive workforce development programme and the indications are that the workforce is motivated and engaged in making the necessary changes in working practice.

Data on performance is generally sound although the council will benefit from improved management information once implementation of the MiCARE system takes place. The council has successfully launched its programme to mainstream Individual Budgets and a new information website. It has taken measures to make future project management and the allied reporting

arrangements of improvements to services more robust in the future, particularly where other partners are involved.

Commissioning and use of resources

The council and its partners are making good progress on the Joint Strategic Needs Assessment (JSNA), which has clear links to other key strategic plans. The JSNA incorporates clarification of how the priorities identified will be taken forward by partners, how partners will engage with other stakeholders, and how planning will be developed on a locality basis. The JSNA recommendations will be incorporated into the updated Adult Social Care 2009-12 Business Plan and will inform an audit of existing commissioning strategies. The Prevention Strategy was completed during 2007-08. It identifies the interventions that are the most effective in reducing or delaying people's need to access health or social care services and service delivery is in the process of changing to focus on these services and offer other choices for people who do not meet eligibility criteria.

Corporate finances are healthy and financial panels continued to operate during 2007-08 to ensure that risks in the adult social care budget were managed. Overall efficiency targets were met in the year and there is net overall growth in the 2008-09 budget. There is a further challenging medium-term financial framework set out in the Business Case, with savings from the new ways of working being interdependent with the investment involved.

People using services and their carers are increasingly involved in service design and commissioning activity, meeting a previously identified area for development. This approach now needs to be incorporated into strengthened joint commissioning activity with the PCT, which has seen progress at strategic level through the Health and Wellbeing Board.

The council has developed a detailed understanding of the local social care market in order to support its plans to offer people more choice in terms of the services they use. It has begun to make use of premiums linked to quality ratings and has effective contract monitoring systems, focusing support on services that require most improvement. It has developed its purchasing policy to support its wider aims of encouraging preventive care and financial efficiency. Long-term home care contracts have now been awarded to 10 'zoned' service providers following a rigorous tendering process.

The council has strengthened its relationship with commissioned services by appointing a Commissioning and Supplier Manager as a single contact point for providers. It continues to support service providers and the development of their staff through its Workforce Planning and Development service. The council has established a Quality Board and intends to introduce a Quality Assessment Framework as a tool to drive service improvement in all commissioned services in the future.

Key strengths

Leadership

- The council has an ambitious vision to move towards people being able to direct their own care and having access to a range of preventive services
- There is strong corporate and political backing for Adult Social Care's change programme
- Performance against social care performance indicators has improved and is generally very good
- The council has made a pro-active start on implementing improvements to safeguarding following the service inspection

Commissioning and use of resources

- The council has strengthened its contract monitoring of care homes and has targeted improvement activity on poorer regulated services operating in the city with demonstrable results
- Budget management is robust
- Performance on the proportion of intensive home care provided is very good, the costs are lower than those of comparator councils
- There are good examples of the central involvement of people who use services and their carers in developing commissioning strategies

Key areas for development

Leadership

- Joint leadership with health partners across physical disability services requires strengthening and further progress on developing and meeting jointly agreed physical disabilities services business plan targets is needed
- The council needs to actively monitor progression of all service development and improvement plans and take remedial action as necessary to avoid slippage on targeted timeframes
- There is an acknowledged need to move forward with health partners to make further improvements to the joint governance of mental health services and agree new performance management arrangements in line with the recommendations of the recent external assessment, ensuring that the social care contribution to mental health services is fully integrated
- Further measures are needed to improve joint working between health and social care staff in mental health services
- The planned introduction of the council's new MiCARE system will achieve full implementation of an electronic social care record and the impact of this will need to be monitored

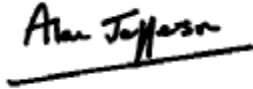
Commissioning and use of resources

- The council needs to implement planned measures to increase the availability of care home places and other forms of support for older people with dementia
- The council and its PCT partner need to make further progress towards effective joint commissioning for older people and people

with physical disabilities

- Mental health services commissioning needs further integration and increased social care input

Yours sincerely

A handwritten signature in black ink that reads "Alan Jefferson". The signature is written in a cursive style and is underlined with a single horizontal line.

Alan Jefferson
Regional Director
Commission for Social Care
Inspection NW Region

Copy: Sir Howard Bernstein, Chief Executive