

Adult Care and Well Being Overview and Scrutiny Panel Wednesday, 6 November 2019, County Hall, Worcester - 10.00 am

Present:

Minutes

Mrs J A Brunner (Chairman), Mr R C Adams, Mr T Baker-Price, Mr A Fry, Mr P B Harrison, Mr R C Lunn, Mrs E B Tucker (Vice Chairman) and Ms S A Webb

Also attended:

Mr A I Hardman, Deputy Leader and Cabinet Member for Adult Social Care

Worcestershire Safeguarding Adults Board

Derek Benson, Independent Chairman and
Bridget Brickley, Board Manager

Peter Pinfield, Healthwatch Worcestershire

Elaine Carolan (Interim Director - Adult Services),
Richard Keble (Assistant Director of Adult Services),
Steph Simcox (Head of Strategic Infrastructure Finance
and Financial Recovery), Pauline Harris (Corporate
Programme Manager), Samantha Morris (Scrutiny Co-
ordinator) and Emma James (Overview and Scrutiny
Officer)

Available Papers

The members had before them:

- A. The Agenda papers (previously circulated);
- B. The Minutes of the Meeting held on 25 September 2019 (previously circulated).

(Copies of document A will be attached to the signed Minutes).

333 Apologies and Welcome

The Chairman welcomed everyone to the meeting.

334 Declarations of Interest

None.

335 Public Participation

None.

336 Confirmation of the Minutes of

The Minutes of the meeting on 25 September 2019 were agreed as a correct record and signed by the Chairman.

the Previous Meeting

337 Safeguarding Adults

In attendance for this item were:

Worcestershire Safeguarding Adults Board

Derek Benson, Independent Chair
Bridget Brickley, Board Manager

Worcestershire County Council

Elaine Carolan, Interim Director of Adult Services
Richard Keble, Assistant Director of Adult Services

The Independent Chair and Board Manager of the Worcestershire Safeguarding Adults Board (WSAB) had been invited to update the Panel on progress and developments in safeguarding adults in Worcestershire.

The Chairman invited the WSAB Chair to set out the highlights and challenges of the Board's work and in doing so, the WSAB Chair also drew attention to the content of the annual report, which included background about the purpose of the annual report, the Board and the context for its work which was underpinned by the six safeguarding principles of the Care Act (2014).

The purpose of the WSAB was assure itself that local safeguarding arrangements and partners act to help protect adults in its area who:

- have needs for care and support (whether or not the local authority is meeting any of those needs) and;
- are experiencing, or at risk of abuse or neglect; and
- as a result of those care and support needs are unable to protect themselves from either the risk of, or the experience of abuse or neglect

Achievements of the WSAB during the year included a more active and engaged partnership, with good representation from the statutory agencies and beyond. The WSAB team had worked hard to get input from those who had experienced safeguarding issues for example advocacy, therefore input had been extended beyond the statutory members.

Objectives for 2018/19 included improving awareness and workshops had been held about the referral process to try and ensure referrals were appropriate and timely. More time was being spent with advocacy groups. Other

areas of work included mental health safeguards and Deprivation of Liberty Safeguards (DoLS). In terms of Safeguarding Adults Reviews (SARs), of 8 referred, 5 had been recommended for a SAR and all had led to action plans. A review was also being carried out into the number of rough sleepers in Worcestershire. Information sharing had also improved and there was a self-assurance process for all agencies to go through. The annual report included charts to analyse safeguarding data and types of abuse, as well as WSAB priorities for 2019/20.

There was a growing realisation about exploitation of adults, which was something the Board was considering how to deal with.

The WSAB Chair was confident there was a strong commitment to safeguarding, although workload pressure was recognised as an issue.

A discussion took place and the following main points were made:

- the WSAB Chair was asked what was most and pleasing and most displeasing for safeguarding in Worcestershire, and he praised the commitment to partnership working which had changed dramatically from when organisations used to work in isolation, although there was still scope for improvement. What was challenging was the fact that safeguarding boards' remit was focused on a narrow cohort and not the wider population and therefore the Board sometimes had to wrestle with the fact that an issue it became aware of was not specific to those adults with support needs which were the focus of its work.
- The WSAB Manager went on to advise that in relation to some of these other issues and prevention, a new network had been set up which met twice a year and included including for example voluntary organisations and district councils, to provide a focus for tricky issues raised which did not meet the criteria for safeguarding boards. The Board was very mindful of prevention.
- When asked how the WSAB membership ensured there was expertise on the Board or sub-groups to deal with a particular issue, the Panel was advised that membership was guided by the Care Act, with statutory agencies at its heart, such as the County Council. Membership was not set as such and the Chair was open to expansion, such as the recent

addition of advocacy, although a bigger group could be trickier to manage.

- A Panel member asked why the source of a high number of safeguarding concerns – referral source (graph 4.2) were marked as ‘other’ and the Council’s Adult Services Officers present advised they had not yet been categorised, something which the new Liquid Logic (social care IT software) should help with.
- A Panel member raised the issue of modern slavery and asked how this would be responded to should a situation emerge and the WSAB advised that although this area had not been promoted as such, the new WSAB website and communications sub-group provided the opportunity to do so. The children’s safeguarding agenda was much more advanced than adult safeguarding regarding areas such as child sexual exploitation and it was true that the adult safeguarding agenda had a lot to catch up on.
- The Interim Director agree to speak to the Council’s Trading Standards department to find whether out they provide advice on modern slavery and update the Panel accordingly. The Adult Services Directorate also raised awareness, for example ensuring that domiciliary care agencies carried out appropriate checks.
- A Panel member enquired what steps a councillor should take to assist a constituent who was awaiting a response on a safeguarding issue and the Assistant Director of Adult Services agreed to advise after the meeting. The Panel Chair added that it would be helpful for the Panel to have a generic guidance note for such instances.
- Table 4.4 showed that the majority of safeguarding concerns had taken place in an adult’s own home. A Panel member asked how to tackle the challenge of enabling people to continue living at home whilst ensuring a safe environment, in view of the high risk factor. The WSAB Chair agreed this was at the heart of the Board’s work, its responsibility was to promote wellbeing, highlight services available and raise awareness with partners of the risks of abuse.
- The WSAB Manager pointed out that reporting levels indicated a growing awareness of safeguarding and referred to mapping work being done by the quality assurance sub-group, to see if there were patterns in reporting which could be targeted.
- A Panel member asked whether the full range of

domestic abuse safeguarding incidents were being picked up, for example women abusing men and women abusing women, and was advised that domestic abuse was the responsibility of another forum which would be better placed to provide this detail, although the WSAB did link in. Public Health was also very active in this area. WSAB was looking into the fact that often incidents were not reported as domestic abuse.

- When asked how the role of social media in indicating an individual's vulnerability was picked up, the WSAB Chair said that if a matter had a social media element this would be noted, but WSAB did not specifically monitor. The Council's Interim Director of Adult Services advised the Panel about awareness training for staff and care agencies, especially around individuals with learning disabilities, many of whom use social media; awareness raising also informed them about its positive use.
- The Panel Chairman enquired about the challenges for WSAB in progressing its objective to improve awareness across all stakeholders of what safeguarding is, and when it was hoped the elements listed in the report would be completed. The Board Manager explained that the joint website with the Safeguarding Children's Board was now in place, and the new Training Strategy was expected to be signed off very soon. Completion of the Adult Safeguarding Competency Framework was in hand.
- Regarding the WSAB's objective to seek assurance that stakeholders were continuously improving knowledge and practice in relation to Making Safeguarding Personal, the Mental Capacity Act and Deprivation of Liberty Safeguards, the Panel Chairman referred to the baseline assessment against NICE guidelines of the use of Decision Making and Mental Capacity, which showed 83% compliance with best practice; she asked what the ambition would be moving forward? The WSAB representatives explained that they could check with Worcestershire Health and Care Trust (WHCT), who were developing an action plan for this. The Council's Interim Director of Adult Services explained that this would also be monitored as part of the Council's contract with WHCT. When asked whether the baseline figure needed to improve, the Interim Director advised that key indicators would be looked at, although targets needed to be realistic.

**338 Main Messages
from Adult
Services
Roadshows**

Comment was invited from the Chairman of Worcestershire Healthwatch, who reported good, open relations between his organisation and the WSAB, which were open to constructive debate and was reassuring. He highlighted the new way of working through the Sustainable Transformation Partnership, in which safeguarding was important. He also reiterated the importance of soft intelligence in safeguarding, as highlighted by the Independent Chair.

The WSAB Chair referred back to a Panel member's question about exploitation and reassured the Panel that the WSAB did not want to be caught unaware, and it was very important to be aware of and consider the soft intelligence available.

In relation to the potential for exploitation, a Panel member highlighted the fact that awareness and priority of this issue within the learning disability community was now far higher.

In summing up, the Chairman concluded that the Panel felt reassured by and appreciated the latest update on safeguarding adults. The following information was requested:

- Update from Trading Standards' work on modern slavery
- Guidance note for members to respond constituents' queries about safeguarding issues
- Update on WHCT's progression of the action plan regarding compliance with best practice against NICE guidelines of the use of Decision making and Mental Capacity.

In attendance for this item were:

Worcestershire County Council

Cabinet Member with Responsibility for Adult Social Care

Elaine Carolan, Interim Director of Adult Services

Richard Keble, Assistant Director of Adult Services

Pauline Harris, Programme Manager for Adult Services

The Programme Manager for Adult Services talked through the presentation included in the agenda, which set out the main messages from the series of roadshows which took place over the Summer across Worcestershire.

The context for the roadshows was the Adult Services

Business Plan 'Promoting Independence', which set out the Council's vision to ensure residents are healthier, live longer, have a better quality of life and remain independent for as long as possible. The Plan was not just a duty for Adult Services but was threaded through all of its work. The roadshow also formed part of the Adult Services Directorate's variety of stakeholder engagement events over the past 12 months.

The Programme Manager was aware that many Panel members had participated in the roadshows and reported that staff and the public had appreciated councillors' involvement. Locations for the roadshows were chosen according to levels of social care being provided and nearly 1000 people had been spoken with.

The campaign objectives were to:

- prevent, reduce and delay the need for care
- promote adult social care – what was offered and what isn't i.e the myth that everybody was eligible for care
- help people to find out where they could get support in their local community
- explain what help was available from social workers, citizens advice bureau, financial assessment teams etc, for example help to check benefit entitlements

The focus of the roadshows was to promote messages about active ageing, public health support, planning for care and consideration of the costs of care. An app was available to let you know your position on the life curve, based on tasks such as no longer being able to cut your toenails, which was one of the first signs of ageing. The app, based on this research from the University of Newcastle, had been very well received.

Adult Services was trying to encourage people to plan for care costs and had started work with financial advisors in Worcestershire to signpost people. More people being able to continue to afford their care would reduce pressures on Adult Services' budgets, as well as help people avoid or delay the need for residential care.

Information and advice were other areas of development and the Panel was shown examples of information available to the public. Many people requesting information at the roadshows were in their forties, and very digitally capable.

The main messages from the roadshows included

questions about assistive technology, local community groups, extra care facilities, combatting loneliness, queries about entitlement to care and for leaflets to start conversations with family members. Many people struggled to start these 'difficult' conversations with their families and were grateful for the prompt. Another theme was people feeling overwhelmed with carer and family responsibilities.

The Cabinet Member for Adult Social Care (CMR) agreed that the roadshows had been a very useful start to communicating information about Adult Services, and he had been staggered by the low level of information in the community. More work was therefore planned, including with parishes and the voluntary sector; input and challenge from Scrutiny was welcomed.

The Chairman invited comments from the Panel and the following main points were made:

- Panel members completely agreed with the roadshow campaign aims, and the 'human' approach of going out to talk and listen to people. If people were better informed, the Council would spend less, with more scope to direct budgets appropriately.
- Funeral planning, making a will and setting up power of attorney were highlighted as important aspects of planning in older age.
- The roadshows were an effective means of getting messages across, which was more of a challenge for local authorities than for the NHS.
- The importance of encouraging people to listen was highlighted.
- When asked whether the app referred to would be the same as that used by social workers, the Officers explained that three options were being looked at. The app for social workers had been set up quickly and cheaply in-house and sharing it wider would involve governance and quality considerations.
- The Interim Director explained that the roadshow work meant communicating messages from the Council's 'Promoting Independence Plan 2018-22' to a far wider sector of the population. It was important to address increasing demand for Adult Services, which was not matched by available budget and it was therefore important to reduce the number of self-funders who were coming into the Council's care. The new Directorate structure, incorporating a Directorate of People, would

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assist.

- The CMR flagged up the difficulty of planning ahead when the Government's consultation Green Paper was still awaited.
- Funeral planning and will making were highlighted as important parts of ageing and it was explained that Registrars would be part of the new Directorate of people.
- The Panel asked whether there was a long-term plan to continue the communication work and were reassured that this was the case.
- A Panel member suggested that the role of social workers would be a useful topic for future roadshow campaigns, which the Officers advised was planned.
- The Cabinet Member pointed out that the roadshows would present a good opportunity to recruit staff, since workforce was an issue nationally.
- The Officers acknowledged a suggestion that the public would appreciate clarity about the functions provided by the county and district councils, which could be incorporated into the council (as opposed to Adult Services) roadshows.
- Regarding the formats of information and guidance, a member pointed out the importance of striking a balance between visual appeal with the fact that some members of the public would want to print things out. The suggestion of a separate format for those who wanted to print was taken on board by Officers.
- The Officers referred to the new reablement service planned for the Spring, which was part of the Council's work to help people stay at home for as long as possible. The Panel expressed an interest in hearing how the new reablement service progressed.

Overall, the Panel endorsed the forward thinking and down to earth approach of the roadshows and the work to encourage people to start to talk about progression of their lives and planning for older age, which was very important and often overlooked.

The Panel was updated on performance and financial information for services relating to Adult Care and Well-Being.

Financial Information (Period 6 2019/20)

The Head of Finance referred to the information included

in the agenda (appendix 2). Currently an overspend of £2.4m was predicted, which although a significant amount, equated to around 1.8% of the c£136m Adult Social Care net budget. Following a report to cabinet in September to discuss measures to mitigate directorate overspends, Adult Services had been working tirelessly to identify savings, which was a difficult situation, but had reduced the overspend to £2.4m from the previous figure of £3.3m. The forecast overspend included a one-off cost from the previous year's restructuring for staff exit costs, therefore reducing the recurrent budget pressure to £1.8m.

The Head of Finance explained the most significant variances. The £2.2m overspend of the £33m Older People Residential and Nursing services budget was related to increased prices to provide services, rather than increasing numbers of people, for example wages, inflation and staff agency costs for nurses due to recruitment difficulties. People were coming into care later in life, which was good but meant they may have additional needs.

The £0.8m overspend on Learning Disability Services was again due to people living longer.

The Directorate's £8.8m savings programme was mostly on target, achieved through working differently and avoiding spending, for example through the 3 Conversation social work model. The overall picture with the overspend was difficult but something officers continued to try to manage.

When asked about plans for the coming year, the Interim Director said that Adult Services would absolutely need to continue to do all it possibly could, so that the most vulnerable residents received services appropriate to them. The whole system was challenged, and while Worcestershire Acute Hospitals Trust was now showing signs of improvement, the continued pressure in this area affected Adult Services. The Directorate believed some demand was being caused by people remaining in hospital for longer in Worcestershire than they would in other hospitals areas, which had a knock-on effect on adult social care and therefore a range of initiatives were being used to manage the demand. The Director, however remained concerned, especially since adverse weather would exacerbate the year-round pressures.

The Assistant Director referred to the work of the onward care team, carried out by the Acute Trust and Health and

Care Trust, which started early conversations with patients to identify support needs and accelerate discharge. Currently it was estimated that 2 out of 5 people who went into residential or nursing care started their journey in hospital.

The Vice-Chairman raised the importance of a night service, something which the Interim Director would report back on.

When asked if there was scope to work more with the NHS to help tackle budget pressures, the Adult Services officers said that the Sustainable Transformation Partnership had provided a means to revitalise previous discussions, for example regarding Continuing Healthcare, and there was appetite for shared commissioning from the commissioning network of 14 local authorities, of which the Interim Director was Chair.

A Panel member reported ongoing complaints from members of the public about the stress of Continuing Healthcare assessments and the Interim Director acknowledged this had also been raised during the Panel's recent meeting with carers, although she pointed out that this process was wholly managed by the NHS. The Panel member explained that many residents believed it was managed by social care. The Officers completely recognised people's confusion and explained that the Council had put a lot of effort in to help, with a dedicated team, but the situation remained a huge challenge. NHS colleagues had been asked to be much clearer, but whereas previously someone who had been assessed and given a continuing healthcare budget, would keep it, now that people were assessed every 6 months, this created stress and work.

A Panel member urged all councillors to contact Central Government about the need to invest in people and to highlight the financial pressures on all local authorities since budgets had been significantly reduced, and councils were having to manage overspend. It was acknowledged that the future direction for social care would not become clearer until after the forthcoming general election.

Performance Information (Quarter 2 July to September 2019)

The Interim Director drew attention to the key priorities for the Directorate of Adult Services, which were set out at the top of the performance information document. The

priority to 'sustain the current performance on delayed transfers of care from hospital' reflected the fact that nationally, the Council was recognised as a strong partner in this process.

The following main points were raised:

- In response to a query, the Director explained that comparator data regarding admissions to permanent care for those aged 16-64 (ASCOF 2a (1)) and 65+ (ASCOF 2a (2)) was not yet available for September 2019, and was co-ordinated by the Department of Health
- Regarding the number of admissions to permanent care both performance indicators were significantly higher than the national average, and a member asked what was being done to understand this. The Assistant Director of Adult Services explained that a huge amount of work had been done, with no evidence that figures were due to social worker decisions. There would be further work to look at what interventions could have been done earlier, but in many instances the Council had very limited control. Investigations would continue, since managing demand was the only way forward.
- The Assistant Director pointed out that organisations were given a set of formula, but no one verified whether this had been correctly interpreted.
- The fact that the average age of self-funded individuals coming under the care of the Council was 87, was reassuring.
- A Panel member asked whether numbers of social workers for each district could be provided and it was confirmed that this information would be provided and was readily available.
- A member expressed surprise that it was not proving possible to pinpoint the reasons for Worcestershire's high number of admissions to permanent care, and the officers explained that there were many factors involved. One example was complex discharge from hospital. Another factor was that less experienced agency doctors at the hospital who lacked confidence with decisions about discharge from hospital.
- A Panel member was aware of incidences where discharge from hospital was not properly managed, and asked the officers to report this back, which they undertook to do.
- The Interim Director stressed that she had been

assured that admissions to permanent care were not down to Council practices, and that much of what was involved was not within the Council's gift to give.

- The Panel expressed an interest in understanding more about the issue of admissions to permanent care and suggested it would be helpful to include other partners.
- The CMR gave feedback on a recent meeting with the Chair of the Acute Hospitals Trust – who was very open and aware of the issues such as the workforce but had also said that working cultures were changing but would take time.

Regarding future monitoring, the Panel would like to visit the Patient Flow Centre and understand more about admissions to permanent care, however the importance of considering the financial priorities for 2020/21 before determining work plans was also acknowledged.

For future performance monitoring, the Interim Director was happy to discuss the format of the data, the aim being for it to be as helpful as possible to the Panel, and it was agreed this would be discussed during agenda planning with the Panel Chairman and Vice-Chairman.

The meeting ended at 12.35 pm

Chairman