



Notice of meeting of

Executive Members for Housing & Adult Social Services and Advisory Panel

To: Councillors Greenwood (Chair), Sue Galloway
(Executive Member), Sunderland (Executive Member),
Fairclough, Nimmo, Fraser, Horton, and Hill
Mrs Mildred Grundy (Co-opted Non-Statutory Member)
and Ms Pat Holmes (Co-opted Non-Statutory Member)

Date: Monday, 14 August 2006

Time: 5.00 pm

Venue: The Guildhall, York

AGENDA

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10:00 am on Friday 11 August 2006, if an item is called in *before* a decision is taken, *or*

4:00 pm on Wednesday 16 August 2006, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

1. Declarations of Interest

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. Minutes (Pages 1 - 4)

To approve and sign the minutes of the meeting held on 17 July 2006.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Panel's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday 11 August at 10.00am.

BUSINESS FOR THE EXECUTIVE MEMBER FOR HOUSING

ITEMS FOR INFORMATION

4. Housing Services Tenant Satisfaction Survey 2006/7 (Pages 5 - 8)

This report advises the Executive Member of the governments mandatory requirement to conduct the three yearly tenant satisfaction survey during 2006 using a postal survey method.

**BUSINESS FOR THE EXECUTIVE MEMBER FOR ADULT
SOCIAL SERVICES**

ITEMS FOR DECISION

5. Confirmation of the arrangements for the In-House restructure of Home Care services (Pages 9 - 30)

This report informs the Executive Member on the progress of the review of the In House home care service. The Executive Member agreed in June 2006 to receive a further report which detailed the consultation process with staff on the proposed restructure and

contractual changes that have taken place with staff following that report.

6. Any other business which the Chair considers urgent under the Local Government Act 1972

Democracy Officer:

Name: Tracy Johnson

Contact details:

- Telephone – (01904) 551031
- E-mail – tracy.johnson@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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City of York Council

Minutes

MEETING	EXECUTIVE MEMBERS FOR HOUSING & ADULT SOCIAL SERVICES AND ADVISORY PANEL
DATE	17 JULY 2006
PRESENT	COUNCILLORS GREENWOOD (CHAIR), SUE GALLOWAY (EXECUTIVE MEMBER), SUNDERLAND (EXECUTIVE MEMBER), FAIRCLOUGH, NIMMO, FRASER, HORTON, MRS MILDRED GRUNDY (CO-OPTED NON-STATUTORY MEMBER) AND MS PAT HOLMES (CO-OPTED NON-STATUTORY MEMBER) MILDRED GRUNDY (CO-OPTED NON-STATUTORY MEMBER) AND PAT HOLMES (CO-OPTED NON-STATUTORY MEMBER)
APOLOGIES	COUNCILLOR HILL
IN ATTENDANCE	COUNCILLOR LIVESLEY

13. Declarations of Interest

Members were invited to declare any personal or prejudicial interests they may have in any of the business on the agenda.

No interests were declared.

14. Minutes

RESOLVED: That the minutes of the last meeting of the Executive Members for Housing and Adult Social Services and Advisory Panel, held on 5 June 2006, be approved and signed as a correct record.

15. Public Participation

The Chair reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

16. Towards an Older People's Housing Strategy 2006/09

Members received a report which requested approval of the Council's first Older People's Housing Strategy.

The Strategy, attached as Annex 1 of the report, highlighted the following key challenges;

- A need to strategically plan to meet the needs of a growing population of older people;

- A need to ensure older people's housing was a decent standard across all tenures, with appropriate support that promoted independence, well being and quality of life;
- A need to ensure older people were able to exercise choice through the provision of accessible and timely information and advice services;
- A need to ensure more effective links between strategies and approaches relating to older people;
- A need to improve consultation with older people.

The Strategy covered three years and the Action Plan, which included scoping and mapping of current services, would be reviewed after a year. Some of the actions had already been committed to in the wider Housing Strategy, but had a particular relevance to older people's housing, hence their inclusion in this Strategy as well.

Members highlighted the need for ongoing consultation with the Older People's Assembly and also the need to ascertain the views of older people who were not members of the Assembly. They also expressed the view that it was too early to start consulting people who would be aged 50 in 15 years time about future policy and service delivery.

Members noted that following work with estate agents, specially adapted properties were now all marketed in one place, making it easier for individuals to access this information. They also suggested that private developments, containing different housing types for younger and older people should be considered in the future, to allow families to live on the same site.

It was reported that the application to the Department for Health for a Partnership for Older People's Project (POPP) grant had been unsuccessful and that consideration needed to be given to how a co-ordinated information service for older people could be set up without this funding.

Advice of the Advisory Panel

That the Executive Member for Housing be advised:

- (i) That the Older People's Housing Strategy, attached as Annex 1 of the report, be approved and a further report be brought forward in approximately 12 months, setting out the progress on the Strategy's Action Plan.

Decision of the Executive Member for Housing

RESOLVED: That the advice of the Advisory Panel as set out above be accepted and endorsed.

REASON: To ensure that the profile of older people's housing is increased and that key actions aimed at improving the range and quality of housing available to older people both now and in the future are delivered.

17. Transfer of the Social Care Welfare Benefits Function from Resources Directorate to Housing and Adult Social Services Directorate

Members received a report which sought approval for the transfer of management responsibility for the social care welfare benefits function from the Resources Directorate to the Directorate of Housing & Adult Social Services. This followed the first stage of a review of the discretionary charging system undertaken jointly by the two Directorates.

The current system for administering discretionary charging had three key components, each of which was separately managed and utilised different information and data systems:

- Provision of welfare benefits checks and advice, and gathering of information for financial assessments, carried out by the Benefit Advice section of the Resources Directorate;
- Management of financial assessments, carried out by the Corporate Services section of the Housing & Adult Social Services Directorate;
- Reconciliation of the level of provision with the assessed charge in order to send invoices to customers, carried out by the Charging Unit in the Adult Services section of the Housing & Adult Social Services Directorate.

The report presented the following options for consideration:

- Option 1 – To retain the current structure;
- Option 2 - To manage all components in one section;
- Option 3 – To combine financial assessment and charging functions.

It was noted that the first bullet point of paragraph 21 contained a typographical error and should read, “There is a risk to the advantages gained by linking the welfare benefit function of the discretionary charges with Council’s Resources team responsible for benefit advice”.

Advice of the Advisory Panel

That the Executive Member for Adult Social Services be advised:

- (i) That Option 2 be approved, with the resulting transfer of the management of the benefits advice function from the Resources Directorate to the Housing & Adult Social Services Directorate.

Decision of the Executive Member for Adult Social Services

RESOLVED: That the advice of the Advisory Panel as set out above be accepted and endorsed.

REASON: To improve the efficiency and effectiveness of the service.

18. Annual Delivery Improvement Statement for Adult Social Services

Members received a report which drew attention to the Delivery Improvement Statement (DIS) that had been submitted by officers to the Commission for Social Care Inspection (CSCI). This formed a significant part of the evidence that led to the annual rating of adult social services in the Autumn.

CSCI had requested that the DIS be reported to a public meeting of the Council. The Director's Statement, which formed part of the DIS submission and summarised his appraisal of performance in 2005/6 and the prospects for the future, was included at paragraph 5 of the report. The full submission was available on the Council's web site.

The Director of Housing & Adult Social Services outlined key ongoing developments, including the replacement of the social care computer system and the development of a Local Area Agreement, and reported the results of the inspection of Learning Disability Services. He also highlighted major risks relating to the level of financial resources available to both the Council and the Primary Care Trust (PCT) and the restructuring of the PCT.

Members congratulated officers on the inspection results for Learning Disability Services and thanked them for their hard work.

Advice of the Advisory Panel

That the Executive Member for Adult Social Services be advised:

- (i) That the summary of the Delivery Improvement Statement and the process for publicising the full submission be noted.

Decision of the Executive Member for Adult Social Services

RESOLVED: That the advice of the Advisory Panel as set out above be accepted and endorsed.

REASON: To ensure that information on the performance of adult social services in York is available to those who want to see it.

CLLR SUE SUNDERLAND
EXECUTIVE MEMBER FOR HOUSING

CLLR SUE GALLOWAY
EXECUTIVE MEMBER FOR ADULT SOCIAL SERVICES

CLLR JANET GREENWOOD
Chair of Advisory Panel
The meeting started at 5.00 pm and finished at 5.45 pm.



Meeting of the Executive Members for Housing and Adult Social Services and Advisory Panel

14 August 2006

Report of the Director of Housing and Adult Social Services

Housing Services Tenant Satisfaction Survey 2006/7

Summary

1. To advise the Executive Member of the governments mandatory requirement to conduct the three yearly tenant satisfaction survey during 2006 using a postal survey method.

Background

2. Housing Services carries out a tenant satisfaction survey, the Annual Housing Service Monitor every year. Every third year we have to carry out a statutory satisfaction survey which has set questions provided by central government. The 2006/7 statutory three yearly survey must be completed before 31st October 2006. The results will be reported in the Councils Corporate Performance Assessment (CPA) at the end of 2006/7.
3. During 2006/7 the Department for Communities and Local Government (DCLG) have made it a mandatory requirement for Local Authorities nationwide to use a postal survey methodology in conducting tenant satisfaction surveys. This is to reduce the financial burden on organisations, ensure consistency and improve the validity and reliability of results nationwide.
4. City of York Council has surveyed the satisfaction levels of it's tenants, annually, via a face to face survey for the past 16 years. Unfortunately, despite appealing to the Audit Commission who are leading the tenant surveys to allow York to continue to carry out a face to face survey, which we believe provides more qualitative data, this appeal has been denied due to the requirement for a consistent approach nationwide. There is no further opportunity for appeal.
5. This survey will replace the Annual Housing Service Monitor during 2006/7.
6. A report outlining the process for undertaking the tenant satisfaction survey was approved at Housing Services Management Team in July. Housing Services Group Managers have agreed a small number of additional questions to be added to the basic statutory survey, these are based on key questions

from the existing Annual Housing Service Monitor Survey and reflect local information requirements.

7. The questions included in the statutory 'STATUS' satisfaction survey to tenants relate to demographic and diversity information, information about quality of housing and neighbourhood, methods and effectiveness of contact with landlord, quality and efficiency of repairs service, opportunities for participation and access to information. The questions that have been added to this survey by Housing Services Group Managers have been adapted from the traditional Annual Housing Service Monitor Survey. They relate to key local priorities and the results will be used to inform local service improvement. Examples include experience of neighbourhood nuisance, quality of services including paying rent and value of 'Streets Ahead' newsletter.
8. Marketing and Communications have sought three quotes from research companies to conduct the survey and BMG research has been selected as the preferred partner on the basis of value for money. City of York Council are currently using this company for the BVPI General Survey (Residents Opinions). BMG has a good reputation in local government research and are used by the DCLG. The estimated cost of the 2006/7 postal survey is outlined in financial implications below.
9. Respondents will be selected at random to complete the survey. BMG research have advised that a sample of 1800 will achieve the response rate required of 800, representing 22% of the total 8086 tenants. The survey will be posted with a covering letter from Housing Services, bearing the councils logo, two follow up letters with surveys enclosed will following over the forthcoming weeks. BMG will work pro-actively to ensure that this response rate is achieved within published timescales.
10. The cost of a postal survey is slightly less than the cost of the traditional Annual Housing Service Monitor, as outlined in paragraph 16 below. The balance will be used to fund more detailed qualitative research, including telephone surveys, small face to face surveys and theme based focus groups, as agreed appropriate.
11. To ensure equal opportunities and maximise the quality and quantity of the response rate, tenants can access advice and assistance in completing the survey. This might be due to vulnerability or disability for example. The preferred research agency will provide a free phone telephone number to assist respondents in obtaining large print and audio versions etc. The council can provide the survey in different languages and options for additional local support to be offered, within statutory guidelines, is being explored.
12. Tenants will be offered incentives to return fully completed surveys within timescale. This should maximise the response rate received. Cost implications are outlined in Para 16.

Consultation

13. Consultation / information sharing has commenced with key stakeholders, including the Marketing and Communications department; tenants representatives via the Tenants Federation (August); tenants through 'Streets Ahead' newsletter (September), posters in council offices and leaflets in rent statements; Housing Services staff through 'Team Brief' newsletter, Neighbourhood Pride Unit staff and Neighbourhood Services staff through staff briefings.

Options/Analysis

14. This report is provided for information only and so options/analysis are not applicable.

Corporate Priorities

15. The AHSM contributes towards the corporate priorities of the council, including:
- Reduce the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York;
 - Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city;
 - Improve the quality and availability of decent affordable homes in the city;
 - Improve our focus on the needs of customers and residents in designing and providing services;
 - Improve efficiency and reduce waste to free-up more resources.

Implications

16. The following implications have been noted:

- **Financial**

2005/6 Annual Housing Service Monitor	£8960
2006/7 Statutory Postal tenant satisfaction survey + cost of incentives	£7576 (inc VAT) + £250 = £7826
Balance to fund focussed research	£1434

- **Human Resources (HR):** No HR implications
- **Equalities:** No equalities implications
- **Legal:** No legal implications

- **Crime and Disorder:** No Crime and Disorder implications
- **Information Technology (IT):** No I.T implications
- **Property:** No property implications
- **Other:** No other implications

Risk Management

17. Housing Services must complete it's mandatory three yearly tenant satisfaction survey prior to 31st October 2006. The results will be reported in the Corporate Performance Assessment (CPA) at the end of 2006/7. Failure to report this data within published timescales will result in the performance indicator (P.I) being qualified.
18. Housing Services must ensure the high profile of the satisfaction survey amongst key stakeholders, including key council staff and tenants to maximise the response rate and quality of responses. Positive messages should be reinforced to tenants regarding the importance of tenant feedback in informing future service development.

Recommendations

19. Members are advised to note the content of this report.

Reason: To inform the Executive Member.

Contact Details

Author:

Kate Grandfield
Strategy and Enabling Manager
(job share)

Chief Officer Responsible for the report:

Steve Waddington
Head of Housing Services

Report Approved **Date** 21/7/06

Housing Services
Tel No: (01904) 554198.

Specialist Implications Officers:

None

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background papers: None

Annexes: None



Meeting of Executive Members for Housing and Adult Social Services and Advisory Panel14th August 2006

Report of the Director of Housing and Adult Social Services

Confirmation of the arrangements for the In-House restructure of Home Care services.**Summary**

1. This report informs the Executive Member on the progress of the review of the In House home care service. The Executive Member agreed in June 2006 to receive a further report which detailed the consultation process with staff on the proposed restructure and contractual changes that have taken place with staff following that report. This report also confirms the proposed structures within the service and gives operational details.
2. The report submitted to the Executive Member in June included a financial appraisal of the Review of Home Care Services. Part of the review included the decision to award Locality Service Contracts to the Independent Sector. A tendering exercise has been completed to identify the three locality providers. Due to the reporting timetable it is not possible to include an update within this report but Officers will update Members verbally at the meeting and confirm that the outcome of the exercise is within the financial appraisal for the project as out-lined in the June report.

Background

3. Members received a report in March 2004 detailing the initial re configuration of services which included the establishment of a range of specialist services which included the High Dependency Team, Overnight Service and Intensive E.M.I. support services. These services were subsequently set up on a citywide basis and fell within the remit of the In House home care provision.
4. Members received a second report in January 2006 where the Executive Member agreed to the continuation of the review process and for further work to be done towards the implementation of the re-configuration of Home Care Services.

5. A further report in June 2006 included a full financial appraisal and looked at all the options for the future delivery of services. This report took into account the outcome of the review, which clearly highlighted the changing demographic profiles of the population and the need for providers to change the way services are delivered in order to meet the objectives of enabling more people to be supported at home. Service Descriptions are attached at Annex 1.
6. The Executive Member agreed to receive a further report confirming the arrangements for the In House structure which would also contain details about the extensive consultation process that will take place with staff employed in home care services.

Consultation

7. Consultation with staff and UNISON started prior to the EMAP meeting in January. Since then as the detail of the proposals has developed there have been further meetings with staff, UNISON and Human Resources. These meetings were undertaken within the Council's Change Management process and are now concluded.
8. It was recognised that a major change in a provider service that has 230 staff required a detailed communication strategy to ensure all staff were kept informed and had opportunities to raise questions or concerns in a variety of formats. To this end the following methods of communication and consultation were employed.
9. Letters were sent to individual members of staff on 28th November 2005. Following this three meetings were held in December to which all staff members were invited and enabled to attend along with representatives from UNISON and Human Resources.
10. At these meetings an overview of the service reconfiguration was presented and briefing notes were given to those attending, which explained the proposals in detail. Staff were also asked to put themselves forward to become involved in focus groups, which would influence developments within the services once members had made a decision. For those people who did not attend copies of the briefing papers were disseminated to them via their Home Care Managers.
11. In January the Group Manager and Service Managers met to discuss the proposals in the report and put together outline plans on how the new enabling service could operate from locality bases utilising the four existing Sheltered With Care Schemes. (Annex 2) Discussion also took place about the proposed increase in the size of specialist teams and the development of a Home Support Service. This service will form the basis for the City's prevention strategy alongside the development of Assistive Technology based at Evelyn Crescent. (Annex 3)

12. In early February a workshop was held with all managers of home care services. The outline service and management structure was presented to them for discussion, comment and further development. Time was used to identify the tasks of the focus groups and also which managers and staff would be involved with the individual groups, which included additional people who had expressed an interest to their managers.
13. During February the focus groups met regularly and the outcome of each group's input was presented to the whole staff team in two further meetings held in the Guildhall at the end of March. These meetings included staff, Human Resources and UNISON and signalled the beginning of the formal consultation process. Human Resources gave an overview of the 'Management of Change Process' and explained how the consultation would move forward. The proposed contractual changes were also discussed with regard to the change from banded hours to contracted hours and the move to monthly pay.
14. As part of the proposals the roles of Senior Home Care assistants and the current Team Leader Posts would be deleted. Managers met in early April with these staff to discuss the implications for their future and comment upon the proposed job plans for the new Team Leader Role. Human Resources and Unison were present at these discussions to offer support and advice to individuals about the process.
15. As part of the endeavour to keep staff informed of the progress of the work, a list of frequently asked questions was compiled. Individual copies of this list and the Management of Change Documents were circulated to all home care staff.
16. Consultation has taken place with staff regarding the way frozen meals will be provided beginning on 6th February 2006. It is clear that the revised arrangements will give rise to a TUPE situation and the staff currently providing this service will transfer employment to the new service provider. Consultation is ongoing and the change of service and the transfer will be managed in accordance with established Council procedures in this area.
17. Recruitment to the four Specialist Home Support Manager posts, originally endorsed at EMAP in December 2005, has been completed and staff is in place.
18. Individual consultations were undertaken with staff during May and June to ascertain their personal views, issues and concerns regarding the proposals and structure of the service. Questions raised by individuals were answered where possible during the consultation or addressed at a later date with the involvement of Human Resources. Staff who chose to do so were represented by

Unison at the individual consultations. Information and comments from the consultations have been collated and fed back to Unison (see paragraph 20 below)

19. Individual consultations with staff were used to: clarify their current banded hours, their recent average working hours and what hours they would ideally like to work in the future. The majority of staff took this opportunity to discuss further the working patterns in the proposed services and how this may impact on their family commitments, other working responsibilities and lifestyle. As part of the consultation individuals clarified which services they were interested being part of and their choice of working pattern. Staff were made aware that this exercise was an expression of interest, to enable us to begin to look at how we might accommodate them in the proposed services. Clearly any final decision by staff will be made once members give approval to these changes.

20. A letter has subsequently been sent to staff outlining the potential shift pattern they could be offered and providing responses to any individual concerns that they have raised.

21. The results of the consultation with staff can be summarised as follows:

21.1 A majority of people had no comment about the business reasons for the change or suggestions/views regarding other ways to reduce or avoid the changes to the structure or the deletion of posts.

Positive comments received were that individual staff members:

- Find the proposals exciting and will enjoy change
- Will enjoy the challenge
- Understand the direction of the changes and see the need for it
- Like the proposed shift pattern
- Think that the services will be okay
- Are happy with proposed changes
- Welcome change
- One individual was concerned about changing their team environment but understood need for change.
- Can see 7 day working is what is needed and has been for a long time

21.2. There were also a number of concerns raised through the consultation, which have been responded to by managers in the individual consultation sessions, and through the frequently asked questions. These are summarised in the following table:

Concerns	Management Response
Lone working at particular times of day or in particular areas.	This issue is not directly related to or caused by the change in structure but more about the Council policy in lone working. There is a central policy – it is in draft format. The assessment of risk for lone workers within home care is something that is always undertaken and will be undertaken within all areas of the service. Revised working arrangements will be put in place where required.
Proposed removal of Senior Home Care Assistant and Tem Leader to be replaced by new Team Leader role. Concerns about the amount of support that would be available to Home Care Assistants, given the size of the Team Leader role	The Home Support manager will back the Team Leader. It is recognised the Team Leader role is more complex and is more of a managerial supportive role for customers and staff. The new Team Leaders will provide daily contact with home care staff and regular supervision and appraisal. On review the number of Team Leaders has been increased since original proposals were made.
May lose good staff due to impact of new working patterns on domestic arrangements	Managers will endeavour to meet requirements of existing staff in the new structure.
How customers will be transferred from one service to another	The needs of each individual member of staff will be taken into account and their transfer will be conducted with the least possible disruption to them. Customers will be kept regularly informed of progress with the home care review.
Continuity of customer care	Once the report is approved we will look to maintaining good continuity in all packages wherever possible.
The affect on some long term customers who may have had the same carer for many years	These customers will be consulted individually and will be dealt with in a sympathetic and supportive manner. It must be said that because a customer has had a carer for a number of years that carer could at any point decided to terminate their employment which would involve needing to put new carers in place.

What consultation has or hasn't taken place with customers	Customers have had two letters informing them of the progress of the home care changes and when the proposals have been accepted they will be consulted again.
Concerns that the working hours offered to home care will only reflect current minimum banded hours	Management have guaranteed that current minimum banded hours will be honoured but there will be an accommodation of the most recent average hours worked by staff where possible.
Change over from one shift pattern to another- Concerns raised about the nature of the shift patterns	The proposed services can accommodate many shift patterns accommodating people that prefer to work Monday to Friday, evenings, weekends, etc. This has now been followed through in individual consultations
Differential rates of pay between HD and EMI	Specialist services are paid one higher scale point. This has been the pay scale since the service was introduced and is not related to the restructure.
Loss of long term care may affect job satisfaction	We will still have long term care in the Specialist services. Satisfaction from the enabling service will be enhanced when people retain their independence.
Will there be enough hours to support needs of service	Yes- this has been recalculated from current activity on several occasions.
Want to know detail of contract to be offered	At this moment we are unable to circulate contract details. The wording of the revised contract will be agreed in consultation with staff representatives.
How soon customers will be told of changes	Once the proposals have been accepted further consultation will begin on final arrangements to be put in place.
Whether there is any contingency plan in place for the break down of HCA's cars	Yes there will be a pool car in all Localities.
Length of time the changes are taking and says it is difficult to keep staff motivated	We understand the anxiety of staff in the middle of this review but there is a consultation process that we have to adhere to ensure that staff is protected. We will confirm arrangements with staff once members have approved the report.

Can I be accommodated as a job share?	Yes
I have worked on average 50 hrs a week, what hours will I have in the new structure?	No one will have a contract for more than the maximum of 37 hours a week. The exact number of hours worked may vary if cover is required.
How secure will the CYC home care services be?	The restructure will give a clear and specialist focus to all services that should secure the restructure as the way home care is delivered.
I have young children, how will I be accommodated?	The rota includes shifts that are designed to enable people with school age children to work from 9 till 2. There are also weekend and evening shifts, which could be more family friendly.

21.3 **Summary**

The information gathered from over 200 consultations with staff has been collated and the following key points were raised:

- The majority of people had no comment to make about the business reasons for the change.
- No suggestions or views were expressed regarding other ways to reduce or avoid changes to the structure or the deletion of posts.
- Comments were received which gave the view that people were positive about the services, understood the direction of the changes are happy with the draft rota and are looking forward to the future which they see as both challenging and exciting.
- The project team trying to accommodate people's current working patterns into the proposed shift pattern has addressed the main concerns raised. These issues were about individual personal circumstances.
- Concerns about customers raised by staff will be dealt with through further consultation and communication with customers following approval of the proposed restructure by the Executive Member.
- Over ninety percent of the current home care staff have been accommodated in their chosen area of work and the remaining staff accommodated into their second choice. There is a small number of staff where their position remains unresolved. This work will be completed shortly.
- Any residual issues can be monitored through the standing Restructure Review Group, involving staff representatives.

22. Consultation with other organisations

Since submission of the previous report in June, there have been further meetings with the voluntary sector on the proposed home care changes. This has involved the setting up of a Local Authority and Voluntary Sector Home Care group and discussions with individual organisations. There has been overall support to the role proposed for in-house services. Some concern has been expressed that the proposed Home Support Service could replicate existing voluntary sector community support services funded through ward committees and other financial streams. The distinctions between these services, in terms of what is provided and whom it is provided to, has been clarified along with acknowledgement that voluntary sector preventative services and local authority provision complement each other to achieve the objective of supporting people in their own homes.

Options

23. Members agreed in principle to the reconfiguration of the existing Home Care Services as laid out in the reports of January and June 2006. The options presented below are to endorse these proposals (Option 1) or to retain services in their current structures (Option 2).

Analysis

Option 1

24. The services in their present structure are unable to offer the levels of flexibility on a 24/7 basis required by the present customers. The demographic evidence presented in the June 2006 report highlights both the need to increase and modernise the services we offer. Presently the home care services run out a series of office bases across the city. Teams have developed their own identity over time resulting in inconsistent services being offered around the city. Some home care teams work on a weekend some don't which results in customers receiving different services from CYC dependent on where they live.
25. A summary of the data/evidence shows that the council needs to be planning now for an increase in the number of older people between 2005 – 2025, with the most significant rise in the 85+ age group where there will be a 77% increase over the next 20 years (2,476 people in York). In respect of older people with dementia, we should be planning for a 36% increase in the next 10 years with a 30% increase in the following 10 years.
26. Our inability to offer level 'playing field' of services already results in CYC having to say no to some customers because they need care on a seven-day a week basis. To maintain this service in its present

format and disregard the knowledge that in the future there will be an increase in the customer base and the complexity of needs would result in us being unable to provide an efficient, equitable, cost effective service that meets the needs of customers in the community.

Option 2

27. The proposed structures as seen in (Annex 2/3) are focused on locality working principles and are designed to be fit for the future. Service provision needs to take into account the changing demographic profiles, the needs and aspirations of customers, eligibility criteria, workforce issues and the impact of Government legislation, policies and initiatives such as individualised budgets and prevention strategies.
28. The proposed structure takes account of the need to develop specialist service provision against the projected demographic growth in population and also considers the need to develop a city wide preventative strategy to enable people to remain independent longer without the need of more formal service intervention. In addressing this the proposed structure has developed two main themes, locality based services meeting the specific needs of its surrounding community and an overarching specialist and preventative service working across the city.
29. It is proposed that specific groups of community / residential workers are based within the four Sheltered With Care Schemes across the city managed by a Home Support Manager and Team Leaders for designated services, who will have admin support.
30. The Home Support manager will have overall responsibility for the teams whilst Team Leaders will have day-to-day responsibility for managing their designated team. It is proposed that the locality home support team offer support from 7-30am until 10pm seven days a week and management support will be undertaken by Team Leaders between these hours.
31. The teams within the Housing With Care Establishment will comprise of:
 - An enabling home care team, which specialises in short term intervention working with customers. Traditionally home care teams have received referrals once a customer's package of care has been established and customers tended to stay with the team for long periods of time. The focus of the enabling team will be to take referrals from the Intake Team and the Hospital Discharge Team to support customers who are not currently receiving a service for up to a maximum of six weeks. During this initial six-week period carers will encourage customers to reach their maximum independence

by standing back and enabling customers to achieve individual goals. The staff will have the autonomy to alter the package of care, which will enable them to move away from the time and task lead culture, which exists today.

- A community based warden service, which will support the local community. The community-based warden will install lifeline equipment, respond to calls from customers within that locality and develop close working links with the Sheltered Wardens. They will offer a peripatetic service in the Schemes covering during the absence of the sheltered warden. Developing a locality post within the Housing with Care Schemes enables the warden to become more fully involved in their community and facilitates joint working with the care teams, local district nurses, and other health professionals.
- Support Workers within the Housing with Care Establishments will support the customers living there on a daily basis providing assistance with both care tasks and tenancy support. Closer links with the care staff will mean that at times of great need the support hours in the scheme can be increased in relation to the changing needs of customers.

32. It is proposed that the existing High Dependency, Night Support Team and EMI Care Services that operate citywide are increased in size to accommodate the demographic changes discussed earlier in the report. This will enable the City of York Council to focus and target services for those people who meet the higher bands of the eligibility criteria and express a desire to remain at home. (Details of these services are in Annex 1)

33. The Home Support Services that will operate citywide gives us a clear opportunity to create links to the present service at Warden Call. This Home Support Service will be part of the council prevention strategy and builds upon the current York Support model that is part of the in house home care service provision. By creating this stand-alone Home Support model of service we are able to meet the revised criteria for Supporting People funding. There is the clear scope both to enhance and increase this provision, which will prove invaluable in meeting the needs of customers in future years. There is currently significant duplication with customers receiving support services and warden call, which are essentially meeting the same customer needs. It is proposed therefore that the Home Support Service is located at Evelyn Crescent and will compliment the service provided by warden services, which will enable the warden role to meet the challenge of responding to the Preventive Technology agenda.

Corporate Priorities

34. The current proposals from the review of home care will support the following corporate objectives when approved.

5.3 Ensure that adults eligible for social care are helped to maintain or achieve independence, and to maximise their life chances from education, health, leisure and work.

5.5 - Promote healthy-living, and ensure the delivery of high quality modern social care and health facilities and services in conjunction with partners in the public and voluntary sectors.

5.6 Strengthen the range of existing support mechanisms that help older people maintain their independence.

8.2 Adopt a 'can-do' philosophy ensuring continuous service improvement and high quality in the delivery of services plus class leading accessibility arrangements for residents.

Implications

35. Financial

- The financial appraisal was submitted to Members as part of the June report. There are no changes to the appraisal as a result of the further consultation and as detailed within paragraph 1 of this report.
- There has however been an increase in the potential costs associated with the change of the meals service to a frozen meal delivery model of service. These changes amount to an approximate additional £18,000 and relate to costs associated with the TUPE transfer of staff to the new provider. These costs if incurred will be a one off cost in this financial year and will be covered through the use of unallocated grant funding.
- Officers will update Members verbally at the meeting and confirm that the outcome of the tendering exercise is within the financial appraisal for the project as out-lined in the June report

36. Human Resources (HR)

- Consultation with staff and UNISON has been ongoing since the report to Executive Members in June. Please find outlined below the HR implications for individual groups of staff affected by the proposals. Please note that further detailed discussion with staff will be required should the proposals be accepted as the implementation of such a major change to the delivery of the service will inevitably require ongoing HR involvement.
- Although we expect to be able to introduce these changes by agreement, the staff's agreement has yet to be formally sought and

obtained, and there may still be some instances where we need to issue notice to terminate and offer reengagement as a last resort.

36.1 Home Care Managers

- The second two Home Support Manager posts originally endorsed at EMAP in December 2005 have now been put in place at Marjorie Waite Court and Gale Farm Court. In order to create the savings to introduce these posts it is necessary to delete two sheltered warden's post. The post at Gale Farm Court is currently vacant and at Marjorie Waite Court consultation is ongoing with the post holder. It is anticipated that there are suitable redeployment opportunities within the service to mitigate any redundancy.

36.2 Senior Home Care Assistants & Team Leaders

- It is proposed that the posts of Team Leader and Senior Homecare Assistant are removed from the structure. In order to mitigate redundancies affected staff will be placed at risk and suitable alternative employment will be sought for staff within the new structure or possibly elsewhere within the authority via the Council's change management procedure. As outlined in the main body of the report, consultation with the affected staff has taken place and their views sought and taken into consideration.
- It is proposed that a new post of Team Leader is created within the new structure. The proposed job description has now been benchmarked and the provisional grade applied is scale 6. Should the recommendation be agreed the grade should be specified as a "proviso grade " subject to the final outcome of Job Evaluation along similar lines to that of new posts.

36.3 Homecare Assistants

- The proposal to revise the post of Home Care Assistant to provide Homecare worker posts in the Enabling Service and Home Support Workers in the Home Support Service, if accepted, will result in the affected staff being redeployed via the Council's Change Management Procedure. The two new posts i.e. Homecare Worker and Home Support Worker are fundamentally similar to the post of Home Care Assistant and staff, as indicated in the main body of the report, may be offered new contracts of employment. If staff do not accept the contractual changes proposed then it may be necessary to issue notice of termination and offer reengagement on the revised terms.
- There may be an element of pay protection to consider when making the changes to terms and conditions. This cannot be quantified however until the proposals are accepted and that redeployment of staff takes place.

36.4 Frozen meals staff

- Staff and their elected representatives have been advised that the transfer of the service of delivering frozen meals from CYC to Apetito would be deemed a transfer of undertaking in accordance with the Transfer of Undertakings (Protection of Employment) Regs. 1981 (TUPE).
- Formal consultation with both staff and their representatives has begun and is ongoing. The staff have been advised, that should they wish to remain in the employment of the Council, redeployment opportunities would be sought for them, to enable them to transfer out of the entity prior to the proposed date of transfer of the service. This arrangement has been reached without precedent for future transfers
- The statutory codes of practice relating to TUPE transfers in the public sector place an obligation on the Council to ensure that Apetito have appropriate pension arrangements in place prior to any transfer taking place. The staff and trade unions have been advised that as the pension arrangements will not be in place the proposed transfer date will be delayed.

36.5 Administrative Staff

- Consultation with staff has taken place and is ongoing. Further consultation is required in relation to the tasks outlined in the job plan but agreement has been reached to the change in location.

36.6 Quality assurance

- The restructure proposes a change of location for the Homecare Quality Coordinator. The post holder has been consulted on the proposal and agreement has been reached.

36.7 Changes to terms and conditions

- The proposal features a move from weekly to monthly pay. Should the proposal be accepted staff will no longer work variable hours therefore removing the requirement of completion of timesheets. Appropriate transitional arrangements will be put in place to avoid staff suffering financially as a result of the change.

37. Equalities

The Home Care Service is provided to Older People, Learning Disabilities, Physical Disabilities and Customers with a Mental Health problem. The proposals are intended to ensure they receive the service they require in the best possible way. Consideration was given to the need for specialist services for the BME community. Current demand indicated this was not necessary but

Contracts and Service Level Agreements will require Providers to provide culturally sensitive services.

38. Legal

The statutory codes of practice relating to TUPE transfers in the public sector place an obligation on the Council to ensure that Apetito have appropriate pension arrangements in place prior to any transfer taking place. The staff and trade unions have been advised that as the pension arrangements will not be in place the proposed transfer date will be delayed.

39. Crime and Disorder

There are no implications within this report.

40. Information Technology (IT)

There are no implications within this report.

41. Property

There are no implications within this report

42. Other

Not applicable

Risk Management

43. Current working practices remain un-changed with cost implications

- Unlikely to achieve balanced budget for services
- Increased capacity of in-house services will not be available to meet the projected demand created by the anticipated increase in the number of older people between 2005-2025.
Identified below are potential risks following the agreement of the proposals within this report;
- A small number of staff may not accept re-engagement if we have to issue notice of dismissal and re-engagement in order to implement the re-structure.
- Impact on customers of the proposed changes. A detailed communication plan needs to be developed to minimise this risk and manage the change.
- Whilst the indicative date for implementation of these proposals is November 2006, this will be dependent on a tight

implementation timetable and a January 2007 date maybe more indicative.

It is felt that the impact of the risks if the review is not completed are higher and more likely to happen, if the proposals are agreed, any potential risks can be managed through contingency planning.

Recommendation

44. It is recommended that the Executive Member approves the proposal to establish the revised home care structure as described within the report.

Reason:

To improve the efficiency and effectiveness of the in house service and ensure that the service is fit for the future and meets the needs and aspirations of customers now and in the future.

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Report Approved **Date** 16.7.06

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Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Review of Purchasing Arrangements for Home Care Report January 2006

Review of Purchasing Arrangements for Home Care Report March 2004

Review of Purchasing Arrangements for Home Care Report July 2003

Review of Purchasing Arrangements for Home Care Report June 2002

Review of Purchasing/Commissioning Arrangements for Home Care Report December 2002

Making Connections: a review of options for 24-hour care for older people in York. Nuffield Institute for health. July 2000

Inspection of Social Care Services for Older People, City of York Council. September 2001

Best Value Review of 24 Hour care – Final Options Report. October 2001

Review of Services for Older People with Mental Health Problems in York – Dementia North October 2002.

LIST OF ANNEXES

Annex 1	Description of Proposed Services
Annex 2	Staffing Structure for City of York Council in-house Locality based Enabling Services
Annex 3	Structure for City of York Council in-house City Wide Support Services

ANNEX 1

SERVICE DESCRIPTIONS

High Dependency Service

The High Dependency Service is provided for people with multiple and complex needs where an intensive visiting pattern is required, more than one staff member or close working with community health colleagues. This service is integrally linked with the out of hours service. The service will offer a flexible approach providing both long and short-term support to customers whom have been assessed as needing a package of care over a 24-hour period.

EMI/Challenging Behaviour Service & Functional MH Service

The EMI and Challenging Behaviour Service aims to provide long-term support and intensive short term “intermediate care” which supports people at home and prevent an admission into hospital or long-term care. This service will only be offered to people with diagnosed mental illness.

The Service aims to meet the following objectives:

- To promote independence within the remit of Mental Health problems.
- To provide support to a carer or to people living alone.
- To deal with customers who are reluctant to engage in formal services.
- To become involved in situations where customers’ behaviour is inappropriate for standard home care provision.
- To enable and encourage people to maintain life skills and perform domestic tasks.
- To encourage people to attend more formal day services.
- To enable people to attend GP and hospital appointments.
- To facilitate “safe” dealings with customers’ finances with finance guidelines.
- To formally review customers on the scheme in conjunction with CMHT and continually assess the need for input from the EMI Home Care Service.
- To provide routine monitoring information to enable a regular evaluation of the provision of the EMI Home Care Service to take place.

- To provide an up to date customer record through the provision of a care plan which will be regularly monitored and reviewed.

The “Functional” Mental Health service aims to provide long term support and intensive short term “intermediate care” which supports people at home and prevent an admission into hospital or long-term care. This service will only be offered to people with diagnosed mental illness.

Home Support Service

The aim of the Home Support Service is to offer support to customers living in their own homes to ensure their safety and physical, emotional and mental health well being. The service is provided to assist customers, who have low level needs, maintain their independence within their own homes.

Main aims of service will include;

- To maintain maximum possible independence
- To enable customers to remain confident and independent in their own home with minimum support
- To ensure the safety and comfort of customers
- To contribute towards the emotional and social well-being of customers

Enabling Service

The aim of the service is to enable, or re-enable, customers to live in the community focussing on realising maximum possible independence within the community.

Main aims of service will be;

- To facilitate speedier and safe hospital discharges and to provide an initial 6 week service to new customers living in the community.
- To achieve maximum possible independence through continual assessment of changing need.
- To enable customers to re-gain the confidence to live at home with support
- To contribute towards the emotional and social well-being of customers
- To provide relief and support to carers

Overnight Home Care Service

The service is designed to provide both long term and short-term support and care for people at home who have been assessed as needing a package of care over a 24-hour period.

Main aims of service will be:

- To enable and encourage people to maintain life skills.

- To provide a service for people at home who have long term care needs.
- To provide short-term care for people at home which prevents inappropriate admissions to hospital.
- To provide short-term care for people at home to enable earlier hospital discharge.
- To provide short-term care for people at home to enable carers to have respite.

It is the expectation that customers who receive this service will be connected to Warden Call to enable them to call for help in an emergency.

Extra Care Housing Schemes

Extra Care Housing is available in four sites in York and links the provision of varying and intense support for people in their own tenancies that are provided in sheltered accommodation.

Locality Home Care Service

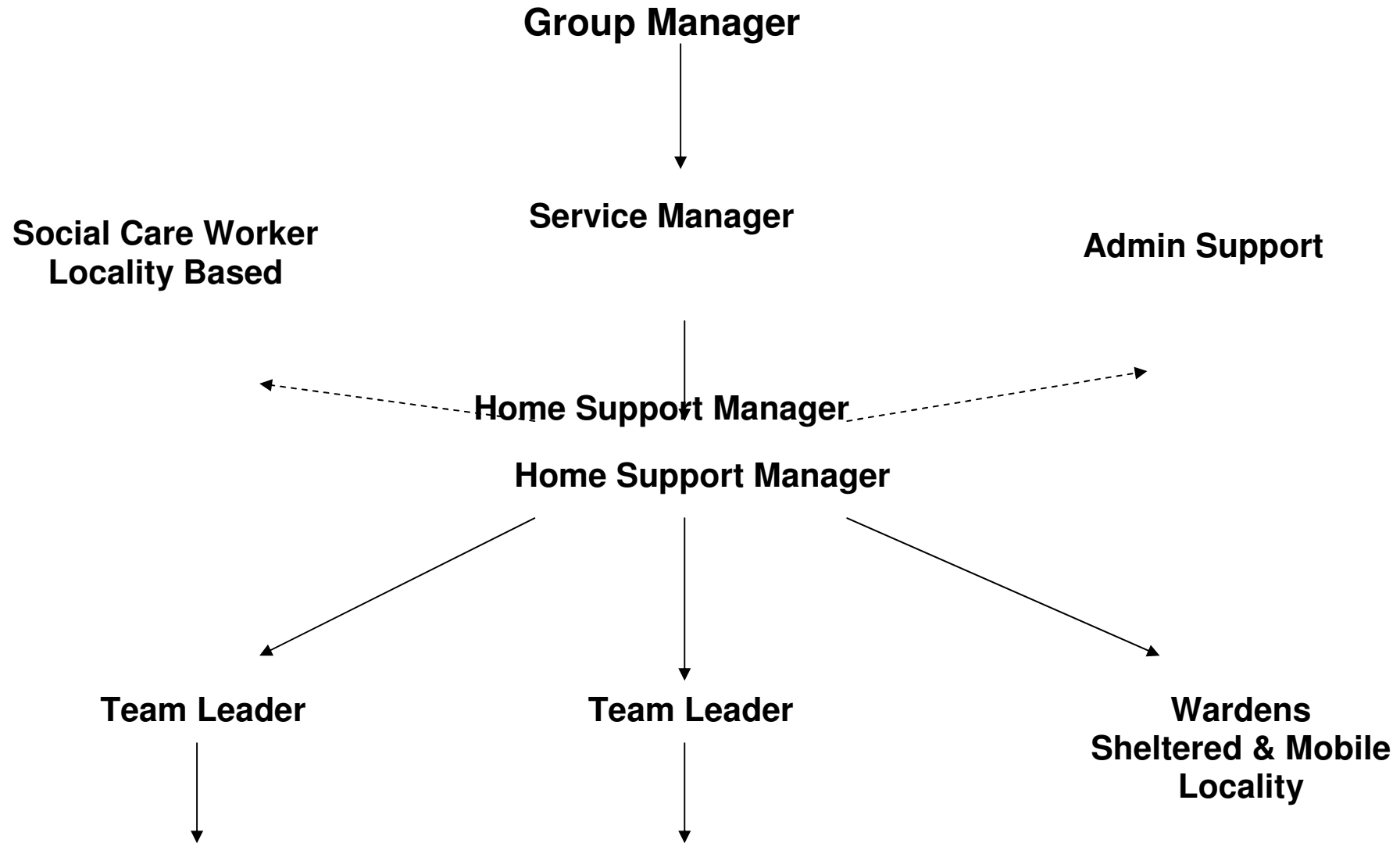
The aim of the service is to aid customers to live in the community focussing on realising maximum possible independence within the community.

Main aims of service will be:

- To prevent inappropriate admission to residential or nursing home care.
- Where appropriate, to support the person in their wish to stay in their own home.
- To ensure that no one referred to the service is left at risk without the offer of services.
- To support planned transfer to other services as appropriate.
- To promote and maximise independence.
- To empower the customer to make decisions and choices within their daily living routines.
- To contribute towards the emotional and social well-being of customers
- To provide relief and support to carers

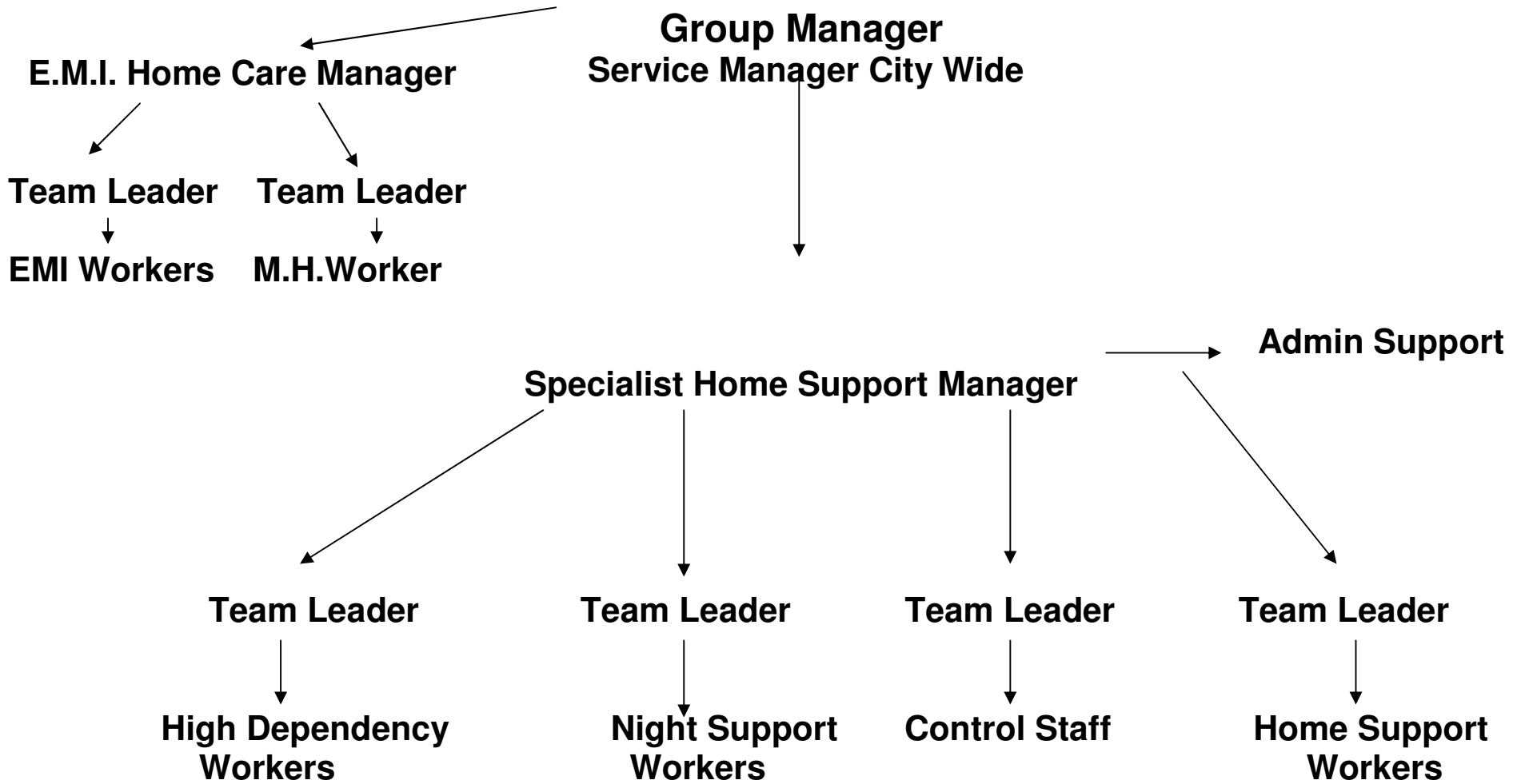
Annex 2

Proposed Staffing Structure for the four Locality based Support Services.



ANNEX 3

Proposed Staffing Structure for the Specialist Support Services.



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