

## Notice of a public

### Decision Session - Executive Member for Health and Adult Social Care

**To:** Councillor Runciman (Executive Member)

**Date:** Wednesday, 15 December 2021

**Time:** 10.00 am

**Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

In view of the changing circumstances around the Covid-19 pandemic, this meeting will now be held remotely. Any decisions made will form recommendations to the Chief Operating Officer.

### AGENDA

#### **Notice to Members – Post Decision Calling In:**

Members are reminded that, should they wish to call in any item\* on this agenda, notice must be given to Democratic Services by **4:00 pm on Friday, 17 December 2021**.

\*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Customer & Corporate Services Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5pm on Monday, 13 December 2021**.

## 1. **Declarations of Interest**

At this point in the meeting, the Executive Member is asked to declare:

- any personal interests not included on the Register of Interests,
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

## 2. **Minutes** (Pages 3 - 6)

To approve and sign the minutes of the Budget Decision Session held on 13 January 2021.

## 3. **Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee. Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at remote meetings. The deadline for registering at this meeting is **5:00pm on Monday, 13 December 2021**.

To register to speak please visit [www.york.gov.uk/AttendCouncilMeetings](http://www.york.gov.uk/AttendCouncilMeetings) to fill out an online registration form. If you have any questions about the registration form or the meeting, please contact the relevant Democracy Officer, on the details at the foot of the agenda.

### Webcasting of Remote Public Meetings

Please note that, subject to available resources, this remote public meeting will be webcast including any registered public speakers who have given their permission. The remote public meeting can be viewed live and on demand at [www.york.gov.uk/webcasts](http://www.york.gov.uk/webcasts). During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates ([www.york.gov.uk/COVIDDemocracy](http://www.york.gov.uk/COVIDDemocracy)) for more information on meetings and decisions.

**4. Financial Strategy 2022/23 to 2026/27** (Pages 7 - 42)

In the interests of wider transparency and consultation relating to budget decision making sessions, all budget reports for these sessions have been published together on Monday 6 December 2021 <https://www.york.gov.uk/budget>. A copy of the appropriate papers for this meeting are attached for the purpose of this session.

**5. Urgent Business**

Any other business which the Executive Member considers urgent under the Local Government Act 1972

Democracy Officer:

Jane Meller

Telephone No- 01904 555209

Email- jane.meller@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

**This information can be provided in your own language.**

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 **(01904) 551550**

This page is intentionally left blank

## Coronavirus protocols for attending Committee Meetings at West Offices

If you are attending a meeting in West Offices, you must observe the following protocols.

**Good ventilation is a key control point, therefore, all windows must remain open within the meeting room.**

If you're displaying possible coronavirus symptoms (or anyone in your household is displaying symptoms), you should follow government guidance. You are advised not to attend your meeting at West Offices.

### Testing

The Council encourages regular testing of all Officers and Members and also any members of the public in attendance at a Committee Meeting. Any members of the public attending a meeting are advised to take a test within 24 hours of attending a meeting, the result of the test should be negative, in order to attend. Test kits can be obtained by clicking on either link: [Find where to get rapid lateral flow tests - NHS \(test-and-trace.nhs.uk\)](https://www.test-and-trace.nhs.uk), or, [Order coronavirus \(COVID-19\) rapid lateral flow tests - GOV.UK \(www.gov.uk\)](https://www.gov.uk). Alternatively, if you call 119 between the hours of 7am and 11pm, you can order a testing kit over the telephone.

### Guidelines for attending Meetings at West Offices

- Please do not arrive more than 10 minutes before the meeting is due to start.
- You may wish to wear a face covering to help protect those also attending.
- You should wear a face covering when entering West Offices.
- Visitors to enter West Offices by the customer entrance and Officers/Councillors to enter using the staff entrance only.
- Ensure your ID / visitors pass is clearly visible at all time.
- Regular handwashing is recommended.
- Use the touchless hand sanitiser units on entry and exit to the building and hand sanitiser within the Meeting room.
- Bring your own drink if required.
- Only use the designated toilets next to the Meeting room.

### Developing symptoms whilst in West Offices

If you develop coronavirus symptoms during a Meeting, you should:

- Make your way home immediately
- Avoid the use of public transport where possible
- Follow government guidance in relation to self-isolation.

You should also:

- Advise the Meeting organiser so they can arrange to assess and carry out additional cleaning
- Do not remain in the building any longer than necessary
- Do not visit any other areas of the building before you leave

If you receive a positive test result, or if you develop any symptoms before the meeting is due to take place, **you should not attend the meeting.**

EJAV312.08.21

This page is intentionally left blank

City of York Council

Committee Minutes

---

Meeting	Decision Session - Executive Member for Health and Adult Social Care
Date	13 January 2021
Present	Councillor Runciman

---

### **30. DECLARATIONS OF INTEREST**

The Executive Member was asked to declare, at this point in the meeting, any personal interests not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests that they might have had in respect of business on the agenda. None were declared.

### **31. MINUTES**

Resolved: That the minutes of the Decision Session held on 9 December 2020 be approved as a correct record and signed at a later date.

### **32. PUBLIC PARTICIPATION**

It was reported that there had been two registrations to speak on agenda item 4 [Financial Strategy 2021/22 to 2025/26] at the meeting under the Council's Public Participation Scheme.

Cllr Perrett expressed concern regarding the cuts and projected savings in a directorate that had already directly felt the impact of the pandemic. She asked which savings presented the highest risk and added that a number of savings relied in the care sector which was already fragile. She noted concern regarding the £33,000 cut to the public health budget.

Cllr Mason welcomed the investments in social care, mental health and carer support as part of the COVIS-19 recovery fund. He noted that the support for carers to projects that would make a difference. He expressed concern about the long term mental health impacts of the pandemic and was happy to see investment n mental health provision.

**33. FINANCIAL STRATEGY 2021/22 TO 2025/26**

The Executive Member considered a report which set out the draft savings proposals, growth assumptions and capital schemes relating to her portfolio, providing an opportunity to receive feedback in advance of the presentation of the overall Financial Strategy to Executive on 11 February 2021.

The report outlined the national and local context of the overall strategy, highlighting the unprecedented financial challenges resulting from the impact of the coronavirus pandemic, which had generated an in-year financial pressure of £15m for the council. Revenue savings of £7.9m were required in 2021/22. Savings proposals for the portfolio were set out in Annex 1 to the report, with growth proposals in Annex 2 and capital schemes in Annex 4. Feedback received to date on the public consultation on those proposals was attached at Annex 3. It was noted that the budget consultation would continue until 31 January.

The Director of People explained that due to the long term funding position, pandemic and increased demand, it was a challenging time for adult health and social care. In response to the registered speakers she noted the need for savings, which would be made by looking at different ways of delivering services, including the management, procurement, economies of scale and working patterns.

In relation to the proposed savings in the public health budget, the Director of Public Health explained that savings would be made by restructuring some services. She noted that the government had maintained the public health grant allocation but had not increased it and she noted the long term impact of this.

The Executive Member noted that concerns had been raised about quality to which the Assistant Director for Joint Commissioning explained that the care market in York was very good and there was regular contact with the Aged Care Quality Association (ACQA). She added that the council was looking at making savings by doing things differently and not by reducing quality.



In response to questions from the Executive Member, officers clarified that:

- Different types of technology were used to help people lead better lives, enabling them to go out into their communities and to meet and connect with different people. There had been technology pilots over the last year that had been put in place with support from the council IT team.
- Support for carers was strong in York and there was funding for the carers centre.
- An update on the Better Care Fund was given.
- There had been 780 responses to the budget consultation as at 3 January 2020. A brief outline of the responses was given and it was highlighted that the largest priority for respondents was to prioritise the public health response to the COVID-19 pandemic.
- The budget proposals would be met by working differently, economies of scale, integrating people into their communities to live their best lives. Different approaches would be used to deliver better outcomes.

Resolved:

- (i) That the feedback from consultation for Health and Adult Social Care portfolio, as set out in Annex 3 to the report, be noted.
- (ii) That the following be agreed for inclusion within the overall Financial Strategy 2021/22 to 2025/26 to be presented to Executive on 11 February 2021 and Full Council on 25 February 2021:
  - a) The 2021/22 revenue savings proposals for Children, Young People and Education and Culture, Leisure and Communities portfolios, as set out in Annex 1 to the report.
  - b) The 2021/22 revenue growth proposals for Children, Young People and Education and Culture, Leisure and Communities portfolios, as set out in Annex 2 to the report.
  - c) The new schemes for inclusion in the 2021/22 to 2025/26 Capital Programme as set out in Annex 4 to the report.

Reason: To ensure that stakeholders have the opportunity to feed into the budget process in advance of the finalisation of the Financial Strategy 2021/22 to 2025/26.

Cllr Runciman, Executive Member  
[The meeting started at 10.00 am and finished at 10.27 am].



**Decision Session  
Executive Member for Health & Adult Social Care**

**15 December 2021**

Report of the Chief Finance Officer

**FINANCIAL STRATEGY 2022/23 to 2026/27**

**Summary**

1. The Financial Strategy 2022/23 to 2026/27 will be presented to Executive on 7 February 2022 and Full Council on 17 February 2022.
2. The purpose of this Decision Session report is to provide background information for the overall Financial Strategy and to present the draft savings proposals, growth assumptions and capital schemes for the Health and Adult Social Care portfolio. This will provide an opportunity for Executive Members to obtain feedback in advance of the finalisation of the overall Financial Strategy which will be presented to Executive on 7 February 2022.

3. The net revenue budget for the portfolio in 2021/22 and 2022/23 are as follows

	2021/22 £m	2022/23 £m
Health and Adult Social Care	49.9	51.5

4. These portfolios include £3.8m growth allocated in 2022/23 to support front line services, fund ongoing pressures resulting from COVID, and support the local provider market. Cumulative growth from 2019/20 to 2021/22 was £12.8m. It will help rebalance the system to support a greater proportion of people at home with the right level of care, including investment in short term intensive reabling support and the Social Work and occupational therapy pathways and practice to make best use of this.
5. This portfolio includes the continuation of growth allocated in 2022/23 to support front line services, fund on-going pressures resulting from COVID,

support continuous improvement in children's social care services and manage the recalibration of costs between the Dedicated Schools Grant and the General Fund.

6. The Council continues to face unprecedented financial challenges due to the impact of the Covid-19 pandemic and demand for Council services has increased. This has generated an in-year financial pressure totalling £9.1m for the Council (mitigated to £4.6m), as noted to Executive in the latest Financial and Performance Monitor.
7. It should also be recognised that, like all local authorities in England, funding from central Government grants have significantly reduced over the past decade. For example, in 2011, City of York Council received £56m from the Revenue Support Grant. Now in 2021, the Council receives only £540k of this grant which is rolled into the Council's share of Business Rates.
8. In October 2021, the Chancellor announced the Government's 3-year Spending Review. Details of the specific authority funding allocations will not be announced until the provisional settlement in December 2021. In response to the Spending Review, the Council's submission outlined the need for long-term funding certainty to address the immediate funding challenges local authorities are facing across the country; the need for more funding to support people into jobs, particularly in sectors critical for the UK's sustainable recovery; and highlighted the case to replace business rates with a model which provides a 21st century system to support innovation alongside supporting our high streets. At this stage, due to the ongoing financial impact of Covid-19 and the lack of detail in relation to the settlement from central government it is difficult to forecast in the medium term.
9. Key assumptions for the overall Financial Strategy are focused on 2022/23 as follows;
  - Overall £12.4m in additional revenue funding will be added to the Council's 2022/23 budget on adult social care and children's services.
  - A proposed basic council tax increase of 1.99 % in 2021/22, equating to additional income of £1.9m. Any increase above this amount would require a referendum.

- In addition an increase of 1% in line with the government's social care precept, equating to additional income of £980k, which provides support for adult social care
  - Revenue savings of almost £7.1m in 2022/23. This includes £1.9m of the 2022/23 savings are the full year effect of prior year savings previously agreed by Executive.
10. As a consequence of the Covid-19 pandemic, the necessity for the Council to maintain a stable and resilient financial position is now as important as ever in the midst of this unprecedented level of uncertainty and economic challenges. Further details of the impact of Covid-19 on the Council's finances are included below within 'the national context' section.
  11. The Council also continues to face long standing financial challenges, particularly with regard to uncertainty over national funding streams and growing demand for Council services, especially within adult and children's social care.
  12. The Council's proposed overall Financial Strategy includes significant investment to stabilise our finances to protect against the economic effects of Covid-19 and continues to invest in priority areas as outlined in the Council Plan, including adult social care and support for children, frontline services, respond to the climate emergency and to continue the city's economic recovery.
  13. Recognising the unprecedented economic challenge of the pandemic and support needed for local residents, we are increasing net spending by £4.3 million on adult social care and support for children, whilst investing additional funding to protect frontline services, accelerate our economic recovery and protecting our core capacity to continue to respond to the climate emergency and make progress on Council Plan priorities. To enable this investment, the Council has put forward back office efficiencies of over £1 million to ensure financial prudence and that the Council is prepared to respond to future challenges and deliver services to residents and businesses more effectively.
  14. Specific examples of the Council's £12.4m revenue investment include;
    - Good Health & Wellbeing – revenue investment in 2022/23 of over £1.6m in adult social care in addition to the £1m one off support agreed last year, to support and care for some of the most vulnerable residents in York. This includes the costs of care,

supporting adult social care staff and enabling residents to remain in their homes for longer.

- A Better start for Children and Young People - revenue investment in 2022/23 of £2.7m, in addition to the £1m one off investment agreed last year and £3.2m ongoing investment since 2019/20 to support children and young people across the city, including further funding for social care staff.
  - An additional £30k to support the Executive decision in November 2021 to approve the creation of an Access Officer post to support the Strategic Review of City Centre Access and associated Action Plan to help deliver the agreed mitigation measures to improve access for blue badge holders.
  - Creating homes and world class infrastructure - revenue investment in 2022/23 of £1.6m to fund the prior year capital programme to continue the on-going work of the Housing Delivery Programme, York Central, Castle Gateway, Highways investment, vehicle replacement, The Guildhall, Station Frontage and other crucial major projects.
  - Getting around sustainably - revenue investment in 2022/23 of a further £150k one off funding to deliver the development of the Local Transport Plan subject to city wide consultation on the strategy that will help to move the city towards zero carbon by 2030 and underpin our commitment to tackling congestion and traffic pollution in York.
15. The budget proposals outlined ensure that additional investment is made into both People and Place directorates with efficiency savings being made across corporate, back office functions. Ensuring that there is the capacity to invest in council priorities and accelerate recovery from the pandemic has been a critical part of the budget deliberations, including protecting the council's capacity to take forward its climate change ambitions.
16. Given the continued financial challenges due to the pandemic, the Council is addressing this by continuing to invest a further £1million in the Covid-19 Recovery Fund which was created as a one off last year. This will allow provision of the following measures, alongside a contingency amount for any further impact where we may need to react quickly to changing circumstances:

- £200k to support Covid-19 recovery efforts in local communities across the city
  - £100k will be invested to give holiday hunger support to children
  - £100k will be used to support education catch-up. To develop reintegration pathways for children who have become disengaged from school – this will include training for all schools on trauma informed practice with specific outcomes linked to the review and development of school attendance policies and develop an attendance champions network across all schools.
  - £50k to support York's bid for Great British Railways, Places for Growth and Devolution
  - £50k to provide sustainable travel incentives to support recovery and build back confidence in public transport
  - £100k will be used to assist households via the York Financial Assistance Fund, helping residents on the lowest incomes mitigate the financial impact of the pandemic
  - £50k additional growth to extend mental health support (total budget including 21/22 allocation of £250k)
  - £50k to continue to support local businesses during recovery
17. Due to the uncertainty of the financial situation, and the need to invest in recovery, the Council has reviewed the level of capital investment needed and has been able to reprioritise some areas of the existing capital budget to invest in the Council's priorities and to support the city's recovery from the impacts of Covid-19. The Council's priority focus is to support York in building back better from the pandemic. This Budget continues the Council's transformational £570 million Capital Programme, to drive regeneration and accelerate the city's economic recovery.
18. Some of the key capital projects include;
- £43m to progress the York Central scheme
  - £25m to progress the Station Frontage Scheme

- £66m to improve the city's road network infrastructure and accelerate the delivery of flood defences, in conjunction with local and regional flood defence funding
  - £15m on the fleet replacement programme
  - £11m to progress regeneration schemes in the city, including Castle Gateway and the Guildhall
  - £63m to further develop the York Outer Ring Road, including cycling and walking improvements in the vicinity of the ring road
  - £126m to deliver more housing across the city, including affordable housing
19. This report focuses on the revenue savings and growth proposals specific to the Health and Adult Social Care portfolio. Annex 1 provides details of savings proposals and annex 2 provides details of growth proposals. Annex 3 provides feedback to date from the public consultation. Annex 4 provides details of schemes in the Health and Adult Social Care portfolio Capital Programme.

## **Recommendations**

20. The Executive Member is asked to consider, in the context of the overall budget;
- The 2022/23 revenue savings proposals for their portfolio as set out in annex 1
  - The 2022/23 revenue growth proposals for their portfolio as set out in annex 2
  - The feedback from consultation to date as set out in annex 3
  - The new schemes for inclusion in the 2022/23 to 2026/27 Capital Programme as set out in annex 4

Reason: To ensure that stakeholders have the opportunity to feed into the budget process in advance of the finalisation of the Financial Strategy 2022/23 to 2026/27.



## Background

### National Context and Funding Issues

21. All aspects of the public sector are continuing to face challenging times. In recent years the council has had to deal with large reductions in funding, combined with a wide range of significant pressures. The additional pressure on Council finances due to Covid-19 has added to the uncertainty, just like the many thousands of businesses and organisations across the country. Demand for services has increased, at the same time income has significantly fallen.
22. Analysis from the Local Government Association (LGA) suggests that Councils in England will face a funding gap of more than £5 billion by 2024 to maintain services at current levels. It is also suggested that this figure could double amid the huge economic and societal uncertainty caused by the COVID-19 pandemic. As part of this work, the LGA recommends to Government that £10 billion is needed to not only plug this gap, but meet growing demand pressures and improve services for communities.
23. The Spending Review 2021 was announced on 27 October 2021 to cover the 3 years from 2022/23 to 2024/25. At the national level the headlines were:
  - Local government will receive an additional £4.8bn in “core” grant funding over the next 3 years (roughly an additional £1.6bn in each year). The increase in grant funding is front-loaded, with almost all the increase in grant in 2022-23, and very little increase in the two later years.
  - Separately, local government will receive £3.6bn in grant funding through the settlement for social care reforms. The sector will receive £200m in 2022-23, £1.4bn in 2023-24 and £2.0bn in 2024-25.
  - The government allocated £5.4bn to fund the social care reforms that it announced on 7 September 2021. £3.6bn will be allocated through the settlement, and the remaining £1.7bn will be allocated separately by the Department of Health and Social Care “to improve the wider social care system”.
24. Details of the specific authority funding allocations will not be announced until the provisional settlement in December 2021. It is not clear whether the settlement will announce one-year allocations or a multi-year

package, which further adds to uncertainty and make long-term financial planning more complex.

25. The provisional announcement is too late for inclusion in this report but if there are any updates before the meeting date a verbal update will be provided. It is expected that the final settlement will be announced in February, but it is unlikely to differ significantly from the provisional figures.
26. Significant uncertainty remains due to the financial effect of Covid-19 on council tax and business rates income. In addition, there remains ongoing uncertainty around long standing issues which have been delayed due to Covid-19; the ongoing 'fair funding' review, the withdrawal of New Homes Bonus (NHB) funding, the ongoing review of business rates retention and details of the business rates baseline reset, which may be delayed until perhaps 2025/26.
27. No new funding has been announced for ongoing Covid-19 pressures. Michael Gove MP appeared at the Levelling Up, Housing and Communities select committee on 8 November 2021 and has indicated that the 75% rates retention scheme is unlikely to go ahead. All this uncertainty increases the risks facing the Council.
28. However, this risk is mitigated by the inclusion of a Covid contingency. Without this contingency fund the budget would not, in the view of the Chief Finance Officer, be sufficiently robust to meet the challenges ahead, nor would it properly cover potential costs for the year ahead.
29. Due to historical and outdated data held by the government, York has received significantly less funding when compared to many other local authorities. Therefore in simplistic terms, when funding allocations are distributed by central government York will receive less than a historical (and potentially out of date) high spending authority. In 2021/22, core spending power in York sat at £706 per head, - the second lowest in the country compared to councils such as Kensington and Chelsea who receive £1,305 per head. If York were to receive even the average amount of spend the city would benefit from an extra £16.5m each year. The Fair Funding Review remit was set to tackle this inequity, so the further postponement increases the Council's financial challenges in the medium term. York is one of 20 authorities raising this issue with Michael Gove MP before the provisional settlement announcement in December via the F20 Group.

### Local issues and challenges

30. Despite the Covid-19 funding provided by central government, an ongoing impact in future years is still expected due to a range of issues. As the city continues to recover, it is anticipated there will be significant pressures as a result of the longer term impacts on individual residents and increase in the cost of adult social care.
31. There are serious underlying budget pressures across both adult and children's social care. Both adult and children's social care is operating in an extremely challenging environment. Despite the allocation of £4.3m to the People directorate in the 2021/22 budget. The gross financial pressures facing the council in 2021/22 are projected at £9.1m but after mitigation and further action it is considered that this can be brought down to a net position of £4.6m.
32. In addition, as residents and businesses respond to the economic impacts of the pandemic, it is anticipated there will be a reduction in both Council Tax and Business Rates receipts. In response to this shortfall, the Council has had to make some difficult decisions to identify some £7.1m of savings and efficiencies to ensure crucial council services can continue to support local residents and businesses.
33. Focussing our resources on protecting the most vulnerable during the pandemic has meant actions needed to deliver savings and manage some of the underlying budget pressures being experienced in social care have not been prioritised. We are also seeing an increase in social care costs directly as a result of the pandemic. These are national issues that are not unique to York and the combination of increased costs and delays in achieving savings is having a detrimental impact on all local authorities. For example, Manchester City Council has recently reported a £153m budget shortfall over the next three years.
34. Partner organisations in the city are also experiencing unprecedented financial challenges and it is clear that the pandemic will have lasting financial implications both on the Council and many other organisations operating in the city. Whilst the Council continues to make every effort to manage the situation and protect critical front line service delivery, through identifying efficiencies and more robust control of costs, the Government funding will not fully compensate the Council and this

represents a risk to the delivery of the Council Plan and the ongoing delivery of essential services.

35. The pandemic has caused significant changes to the way the economy operates globally, nationally and locally. The long term impacts on retail, office working and tourism are all subject to a great deal of speculation. In addition, the UK has the uncertainties of the impact of Brexit and the challenges and opportunities that may bring to the York economy. York is well placed to manage these challenges, with a highly educated workforce and excellent infrastructure, however the impact on Council revenue and service demands is highly unpredictable. With this unprecedented level of uncertainty in both the national and local economy it is therefore prudent to continue to plan on the basis of the current financial picture and begin to put in place mitigation and cost control strategies to bring expenditure down to within approved budgets.
36. Putting aside the impact of Covid-19, demand for council services continues to increase, with an ageing population with increased complex needs in respect of social care. There are also significant challenges in the health sector, including challenging financial positions for health partners, which are in turn a significant financial risk to the council. At the time of writing, York Hospital is continuing to experience unprecedented demand and GPs are seeing a spike in appointments and we still await further detail and certainty regarding long-term funding for social care.
37. In addition, inflation is driving costs up and there is continued pressure on many of the council's income budgets, all of which highlights the need to include a realistic and prudent contingency fund.

#### Medium Term Financial Strategy and approach to savings

38. The medium term financial strategy focuses on delivering efficiencies across all areas. Ensuring that there is the capacity to invest in key priority areas has been a critical part of previous budget decisions and will need to continue in the future.
39. This strategic approach ensures that any cross cutting implications are taken into consideration and savings in one particular area do not impact on other budgets in an unintended way.
40. At the beginning of the budget process for the 4 year period from 2020/21 to 2023/24, directorates were asked to consider the long term implications of a 2% per annum reduction in their controllable budgets, in the region of £4m in each financial year. This included an assessment of options, risks, and links with Council priorities. In light of Covid-19, an

above forecast increase in inflation and demographic service pressures the savings requirement for 2022/23 increased to £7m.

41. Specific details of future year's savings proposals will be covered in future budget reports. The eventual scale of savings that are required over the next 4-year period will be driven by the outcomes of the future spending reviews and economic recovery, alongside the extent to which service demands affect the council. Looking beyond 2022/23 is difficult at this time given the wide range of uncertainties.

#### Principles that have shaped the budget process

42. The budget setting process has taken into account the following issues;
  - i. Consideration of the 2021/22 position.
  - ii. Consideration of unavoidable cost increases.
  - iii. How to create the capacity in priority areas and driving service improvement and innovation.
  - iv. Consideration of reductions in grant funding.
  - v. Ensuring that the budget is robust and prudent and is based upon the strategic financial advice of Chief Finance Officer as s151 officer.
  - vi. Ensuring there is a strong link between the capital and revenue budgets and that the delivery of priorities fully considers the two budgets hand in hand.
43. It is critical that the council continues to support a strong local economy, recognising the significant financial benefits in the form of retained business rates, and the creation of jobs. Ensuring that there is a strong link between the capital and revenue budgets to support the delivery of council priorities is essential.
44. The Capital Programme report in February will set out proposals for reprioritisation of investment. These continue the council's approach to prioritise investment in the economy, housing, transport, and to invest to save including energy efficiency. The capital budget proposals for Health and Adult Social Care portfolio are included in annex 4.

## Consultation

45. The council has consulted with residents and businesses to identify the services that matter most to them and to understand their priorities for spending the council budgets.
46. The 2022/23 budget consultation launched in October and closes on 8 December 2021.
47. The consultation replicated a number of question sets from previous years on council tax and the social care precept, to allow us to track and assess feedback.
48. The consultation was promoted to residents through various channels via Our City publication, social media, local media, forum groups, newsletters, published on the council's consultation page, and promoted in Council Buildings such as Libraries and Leisure Centres.
49. Our City was delivered to all households from 24 October. Paper responses are sent back at no cost to residents via Freepost to West Offices.
50. The online survey was promoted within the business community via existing business network links and distribution groups such as York Business Week, Make It York, BID, York Chamber of Commerce, York Federation of Small Businesses and asking them to pass on to their members.
51. A trial focus group was consulted in early November which allowed a more in-depth discussion with participants. Further focus groups are expected to take place before the final Executive decision in February 2022.
52. Feedback from the Budget Consultation Focus Group and all views and data gathered during the consultation will in due course be published on the York's open data platform [www.yorkopendata.org](http://www.yorkopendata.org)
53. Annex 3 provides details of consultation feedback received to date.

## Council Plan

54. The Council Plan for 2019/2023 is based on the statutory responsibilities and the priorities of the Council. The plan is structured around 8 core outcomes, which in turn reflect the key components of a good quality of life for our residents. These are:
- **A Greener and Cleaner City** – York’s environment is protected and enhanced through investment in the Council’s frontline services working towards becoming a carbon neutral city by 2030
  - **Good Health and Wellbeing** – Every resident enjoys the best possible health and wellbeing throughout their life
  - **A Better Start for Children and Young People** – Families, carers and schools are supported so that every child and young person has the opportunity to develop, learn and achieve their aspirations
  - **Well-paid jobs and an inclusive economy** – High skilled and better paid jobs in sustainable businesses, providing opportunities for all York’s people in an inclusive economy
  - **Getting around sustainably** – More people chose to travel by public transport, walking or cycling, benefiting from improved roads, footpaths and cycle routes across the city, cutting congestion, pollution and carbon emissions, as part of renewed efforts to tackle the climate emergency
  - **Creating homes and world-class infrastructure** – The right housing is available, affordable and environmentally sustainable for everyone with good quality infrastructure that supports community and local businesses
  - **Safe Communities and culture for all** – Residents live safe from harm as part of strong and vibrant communities, participating in their local area and have access to a range of quality cultural activities
  - **An open and effective Council** – We work as an efficient, open, transparent, democratically-led and accountable organisation, in partnership with key stakeholders, to deliver on residents priorities and achieve the council plan outcomes for our city
55. The plan focuses on outcomes rather than just on the services we provide, to help the Council and our partners work better together, rather than as a collection of individual services and activities.
56. The plan was formally approved by Council on 31 October 2019 following consultation with residents, businesses and staff.

57. The budget reflects the Council priorities with significant revenue and capital investment in a number of areas, as outlined in the summary of this report.

## Options

58. Annex 1 sets out the savings proposals for Health and Adult Social Care portfolio for 2022/23. The figures included in the column 2023/24 impact show the full year/ ongoing impact of decisions taken in 2022/23. Annex 2 sets out the growth proposals and Annex 3 sets out the consultation responses received to date. Annex 4 sets out the new capital schemes for Health and Adult Social Care portfolio.

59. The options available to the Executive Member are;

- Option 1 - to retain the savings, growth and capital proposals as set out in annex 1, 2 and 4
- Option 2 – to add, delete or amend proposals, noting that any adjustments made should have a net nil effect with reference to the overall budget.

## Analysis

60. The net revenue budget for the portfolio in 2021/22 and 2022/23 are as follows

	2021/22 £m	2022/23 £m
Health and Adult Social Care	49.9	51.5

61. These portfolios include £3.8m growth allocated in 2022/23 to support front line services, fund ongoing pressures resulting from COVID, and support the local provider market. Cumulative growth from 2019/20 to 2021/22 was £12.8m. It will help rebalance the system to support a greater proportion of people at home with the right level of care, including investment in short term intensive reabling support and the Social Work and occupational therapy pathways and practice to make best use of this.



62. CYC have worked with the Wilberforce Trust to remodel the Supported Living provision for those with Physical & Sensory Impairments. The new scheme is due to open in April 2022 and will adopt a more reabling model whereby individuals access intermediate care with the intention of reducing ongoing support and enabling them to live as independently as possible.
63. This budget ensures investment in services based in the community that are easily accessible to residents. Such measures include a drop-in mental health support hub, which will be established to provide the low-level mental health support people tell us they need, particularly following the effects of the lockdown and the pandemic. After consultation with residents, there will be more and better use of technology. Many residents of all ages are now familiar with using technology and it can be utilised to support the health of individuals as well as keeping people in touch with each other.
64. We have also recently opened an extension to the council run Independent Living Community at Marjorie Waite court. As the scheme matures, this service will provide customers with a real alternative to residential care whereby they can maintain their independence within their own tenancy and community. The service can cater for those living with dementia and also has facility to accept customers being discharged from hospital, again working with them to ensure they regain and maintain the skills and ability to live in their own homes without the need for formal care.
65. As part of the council's commitment to ensure people receive the right care at the right time a whole system redesign of reablement and intermediate care is underway. This review will help support additional early intervention and prevention services across localities as well as integration with some health services.
66. We are also working with external providers, to ensure safe services and consistency in care delivery and our care act responsibility through market management and oversight
67. Following the publication of our Learning Disability Strategy we are working with partners to further develop a care framework and an all age approach to short breaks and day opportunities.
68. The public health grant is being maintained for 2022/23 to allow continued support for pandemic response. Elsewhere on the agenda is a report outlining the areas for additional investment using the Public

Health Reserve. Any cash increases in the annual Public Health Grant will be utilised to support these priorities. The use of the Public Health Reserve will focus on protecting the health of both adults and children and measures to improve health, particularly for those most vulnerable. These will include the availability of health checks and tailored advice to help residents care for their own health.

69. The Government's reform of adult social care funding has only just been announced and the detail of what it means has yet to be published. Local authorities continue to face significant financial pressures due to the ongoing impact of the pandemic. The number of people seeking help from adult social care, the number who go on to receive support and the amount and cost of support they receive all continues to increase.
70. A national challenge in delivering care services is the paucity of staff working in the care industry; both in delivering personal care but also the resource needed to assess individual needs. £500m has been earmarked nationally from the Health & Social Care Levy to address workforce concerns but the pressure will remain in the short term.
71. The Council is committed to effective management of the budget in the knowledge that resources are finite and need to be used in the most effective way to support the wellbeing of some of our most vulnerable residents. Our approach combines rigorous systems and governance to control spending with a strategic approach to a more sustainable way of supporting residents' wellbeing.
72. These budget proposals include further significant investment in Social Care, increasing overall spend by £1.2m to ensure that essential statutory services are protected. Where savings are proposed, these are focused on improving services by ensuring people receive the right care that meets their needs, that as many people as possible are able to receive support and that support is available as early as possible.
73. The Council continues to work closely with colleagues in the NHS, particularly given the dissolution of clinical commissioning groups and the introduction of Integrated Care Systems on 1<sup>st</sup> April 2022. We continue to focus on those with the most complex needs, reducing reliance on residential and nursing care to ensure more people are able to remain in their own homes for longer through short term intensive support, independent living communities and extra care housing.

## Equalities

74. An impact assessment has been completed for each individual saving. Once the savings are finalised, an assessment will be completed on the overall impact of the budget proposals using the Better Decision Making Tool and will be published in the budget report to Executive in February 2022. The impact assessment considers risks associated with savings proposals to ensure any negative impact for a particular group, sector or community is eliminated or counterbalanced. Decisions taken will also consider the impact on the Councils carbon budget alongside benefits such as improvements to service users or a reduction in energy costs.
75. The financial strategy will impact on all residents and has carefully considered the local demand for services whilst also ensuring the budget set is prudent, protects vulnerable people and has capacity to invest. The strategy could have an impact on the following communities;
- Age
  - Disability
  - Gender
  - Carers
  - Lower income groups
76. This impact can be mitigated by investment targeted to these same communities. The key approaches to achieving savings whilst avoiding impacts on communities of identity include;
- Ensuring that savings are made from back office functions and universal services
  - Protecting statutory services and other key services for vulnerable residents
  - Increasing community involvement in service redesign and delivery
  - Making services self-financing wherever practicable, including external trading
  - Maximising the return from externalised service provision
  - Redesign of existing services and external contracts
  - Placing a focus on prevention and reducing service provision only where this is least impact
  - Streamlining services to provide focussed support and reduce areas of duplication
  - Supporting carers
  - Integrated working with health

- Focussing growth where it is expected to have a positive effect on older or disabled people and their carers

## **Specialist Implications**

77. This report has the following implications;

### **Financial**

78. The financial implications are contained within the body of the report. Due to the continued, significant uncertainty in both national and local government finances and the resulting increase in risk, a specific £1m COVID contingency is included within the budget proposals to mitigate this risk and ensure the proposals outlined deliver a robust, balanced budget. This is also covered in the risk management section of this report.

### **Human Resources (HR)**

79. The savings proposals contained within the overall budget will require the reduction of some posts in 2022/23.

80. As implementation plans to achieve these post reductions are produced the specific staffing implications will be clear and staff consulted on the proposals. The type of change affecting staff in 2022/23 is likely to be a mixture of post reductions and working for redesigned services.

81. The HR implications of change are managed in accordance with established council procedures. As part of this process consultation with trade unions and affected staff will continue to be undertaken and every opportunity will be explored to mitigate compulsory redundancies, such as vacancy controls, flexible working, voluntary redundancy / early retirement and extended redeployment. Where consideration is being given to the transfer of services to another provider TUPE will apply which will protect the terms and conditions of employment of transferring staff.

82. A programme of support for staff who are going through change is in place which will help staff adapt to changes to the way they will need to work or to prepare for a move into a new role.

## **Legal**

83. The contents of this report are for information only at this stage. The legal implications of the budget setting process will be covered in detail in the report to Executive in February.

## **Risk Management**

84. An assessment of risks is completed as part of the annual budget setting exercise and will be reported in the February report to Executive. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.
85. The budget proposals include a Covid contingency sum to allow the Council to respond quickly during the early part of the new financial year and mitigate against any new risks as a result of the changing situation in relation to the pandemic.
86. As the Council's Section 151 Officer, the Chief Finance Officer has a statutory responsibility for ensuring that the Council makes arrangements for the proper administration of its financial affairs. Section 114 of the Local Government Finance Act 1988 requires a report to all Council members to be made by the s151 officer, in consultation with the Monitoring Officer, if there is or is likely to be an unbalanced budget.

## Contact Details

**Author:**

Sarah Kirby  
Principal Accountant

Emma Audrain  
Technical Accountant

**Chief Officer Responsible for the report:**

Debbie Mitchell  
Chief Finance Officer

**Report  
Approved**

**Date** 30/11/21

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

**All**

**For further information please contact the authors of the report**

Background Papers:

Budget Consultation and Report on the Citizen's Panel Trial available at [www.yorkopendata.org](http://www.yorkopendata.org)

Annexes:

- 1 – 2022/23 Savings Proposals for Health and Adult Social Care portfolio
- 2 – 2022/23 Growth Proposals for Health and Adult Social Care portfolio
- 3 – Consultation feedback received to date
- 4 - Capital Strategy 2022/23 to 2026/27 – Details of schemes for Health and Adult Social Care portfolio

## Annex 1 2022/23 Savings Proposals for Health &amp; Adult Social Care

Ref	Portfolio	Proposal Description	2022/23 Impact £000	2023/24 Impact £000	Total Saving Impact £000
HASC1	Health & Adult Social Care	<b>Advocacy</b> Seek to consolidate advocacy services for Adults and Children's Service arrangement into single advocacy service for the City. Incorporate new LPS Standards which become effective in 2022. Alternative funding provided through Covid-19 Reserve, therefore saving can be made with no reduction in service provision	21		21
HASC2	Health & Adult Social Care	<b>Mental Health</b> Alternative funding provided through Covid-19 Reserve, therefore saving can be made while providing overall increase in service provision	31		31
HASC3	Health & Adult Social Care	<b>Adult Social Care Customer Income</b> Increase in ASC fees and charges resulting in increased customer contributions. All customers are financially assessed and only contribute what they can afford to pay.	224		224
HASC4	Health & Adult Social Care	<b>Direct Payments</b> Review Direct Payment packages to ensure they are of an appropriate level	240		240
HASC5	Health & Adult Social Care	<b>Provider Services</b> Review direct payment packages to consider whether customer needs can be met by adopting a stronger asset-based, community-led approach	110		110
HASC6	Health & Adult Social Care	<b>Residential and Nursing Packages</b> Review Working Age Learning Disability Residential and Nursing packages to bring in to line with our statistical neighbours	183		183
HASC7	Health & Adult Social Care	<b>Yorkcraft</b> Review Yorkcraft business model. Undertake a review of opportunities on how Yorkcraft delivers a supported employment offer with a view to reducing its reliance on Council Base budget support	62		62
HASC8	Health & Adult Social Care	<b>Independent Living Schemes</b> Embed a telecare practitioner in the Adult Commissioning Team to work alongside a social worker to target a reduction in the cost of Independent Living Scheme placements through increased use of technology to support customers' needs.	20		20
HASC9	Health & Adult Social Care	<b>Supported Living</b> Continuation of prior year saving to ensure that people in Supported Living Schemes are receiving the appropriate level of support in conjunction with a review to bring supported living costs in line with our statistical neighbouring authorities.	630		630
HASC10	Health & Adult Social Care	<b>Residential and Nursing Care</b> Explore opportunities to commission residential and nursing care differently in order to bring the cost more in line with our statistical neighbours.	260		260
HASC11	Health & Adult Social Care	<b>Community Support</b> Work to enhance community capacity and individual strengths and combat isolation will build resilience and reduce pressures on frontline services.	194		194
HASC12	Health & Adult Social Care	<b>Use of Technology in Adult Social Care</b> Enhance and develop the offer to residents around using technological and digital solutions to achieve better outcomes.	194		194
HASC13	Health & Adult Social Care	<b>Reablement</b> Review the service and service specification to increase the amount of time spent on providing care.	85		85
HASC14	Health & Adult Social Care	<b>Commissioning &amp; Contracts</b> Review Community Wellbeing contracts to assess whether they could be provided differently whilst meeting current levels of demand	22		22
<b>Total Savings</b>			<b>2,276</b>	<b>0</b>	<b>2,276</b>

This page is intentionally left blank



## Annex 2 - Growth Proposals 2022/23 for Health and Adult Social Care

Portfolio	Council Priority	Growth Proposal	2022/23 £000
	<b>Pay and Prices Growth</b>		
Health & Adult Social Care	Good Health & Wellbeing	Prices contingency to cover pay award	721
	<b>Unavoidable Budgetary Pressures Growth</b>		
Health & Adult Social Care	Good Health & Wellbeing	Additional investment to support young people transitioning from Children's Services to Adult Services.	600
Health & Adult Social Care	Good Health & Wellbeing	Additional investment in adult social care to meet increased costs to provide early intervention and prevention services as well as maintaining and supporting internal and external care services to enable people to receive the right care at the right time closer to home.	2,500
		<b>TOTAL Recurring Growth</b>	<b>3,821</b>

This page is intentionally left blank

# City of York Council



## Budget Consultation 2022/23

### Interim Results

**Nov 2021**

The online Budget Consultation 2022/23 opened on 18/10/2021 and closes on 8/12/2021. Additionally, a paper version of the survey was sent to households inside the CYC Our City publication, also with a closing date of 8/12/2021.

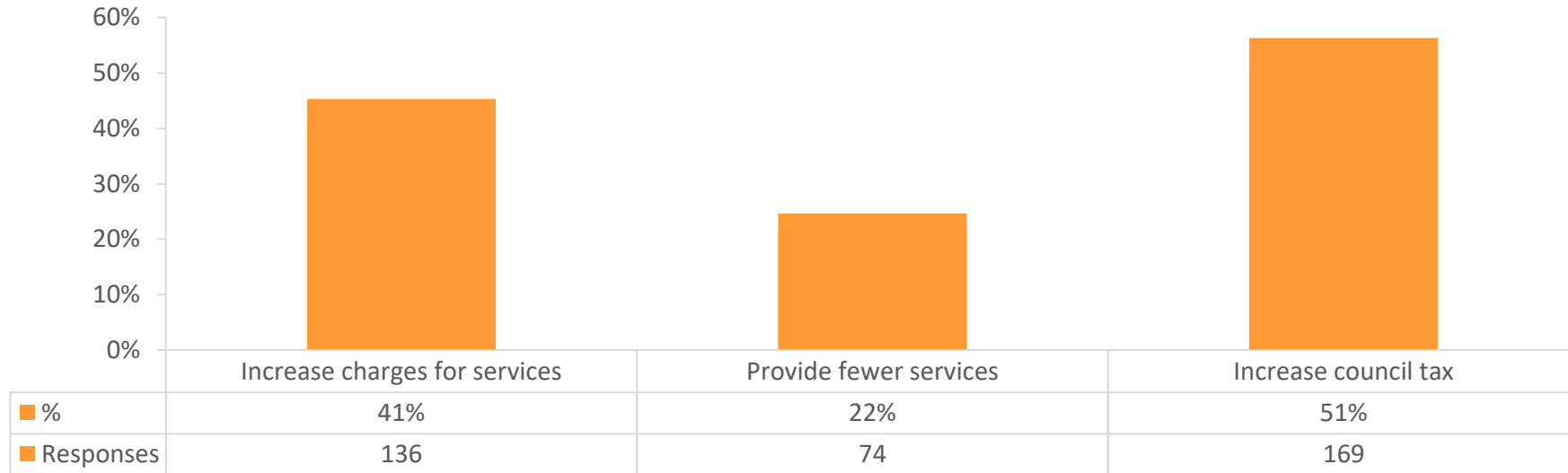
The consultation gives residents and businesses of York the opportunity to put forward their views to help the council make decisions and deliver the budget for 2022/23.

This is an interim report to present the results up to and including 30 November. At this point a total of 358 residents and businesses had participated in the consultation. 270 respondents completed the survey online and 88 had returned a paper copy. Following the survey closure a final report will be written on 9 December.

The consultation results and the raw data will be made available on the council open data platform [www.yorkopendata.org](http://www.yorkopendata.org).

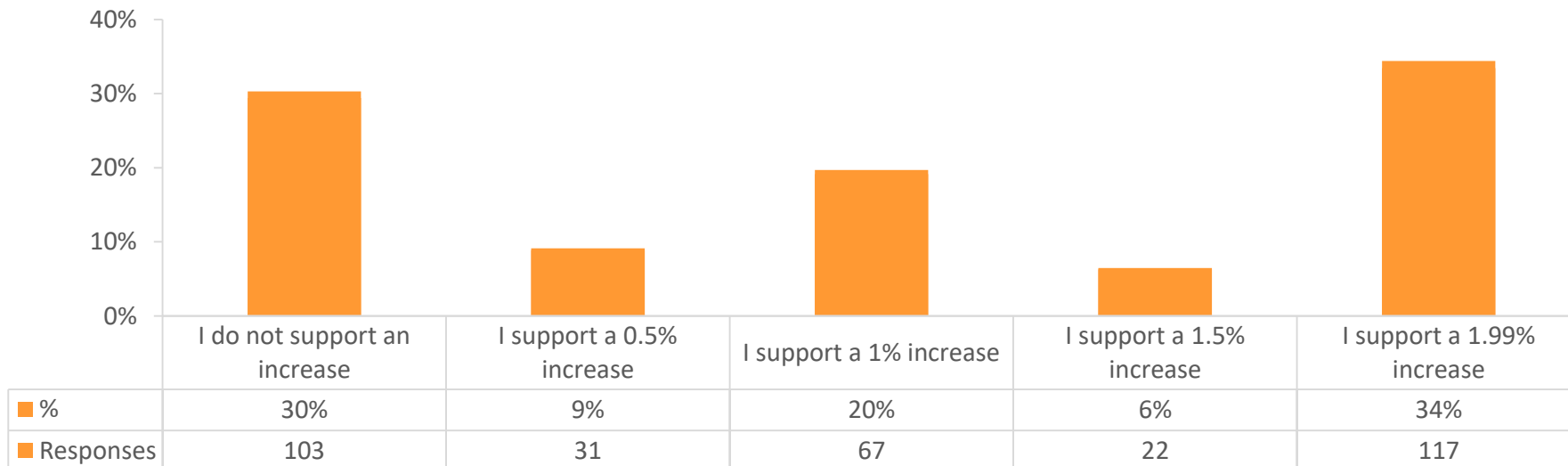
**Council Tax**

To accelerate recovery and balance the budget, would you rather we; Please select all that apply



(n=333)

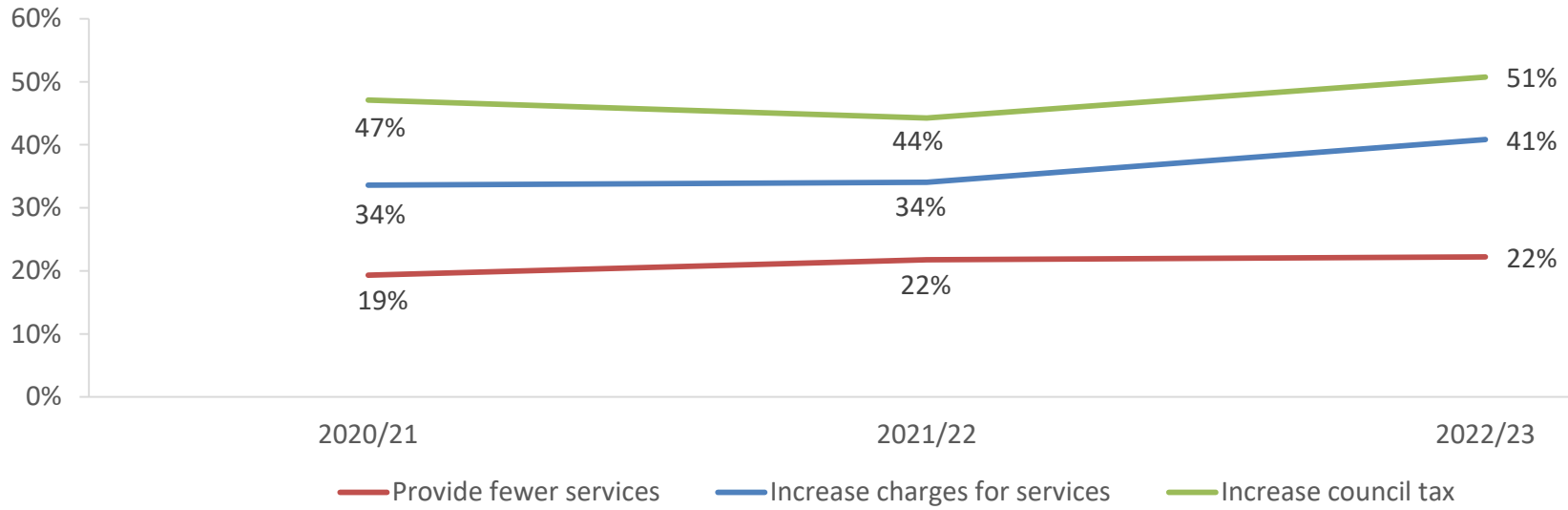
**Do you support an increase in council tax to balance the budget and if so by how much?**



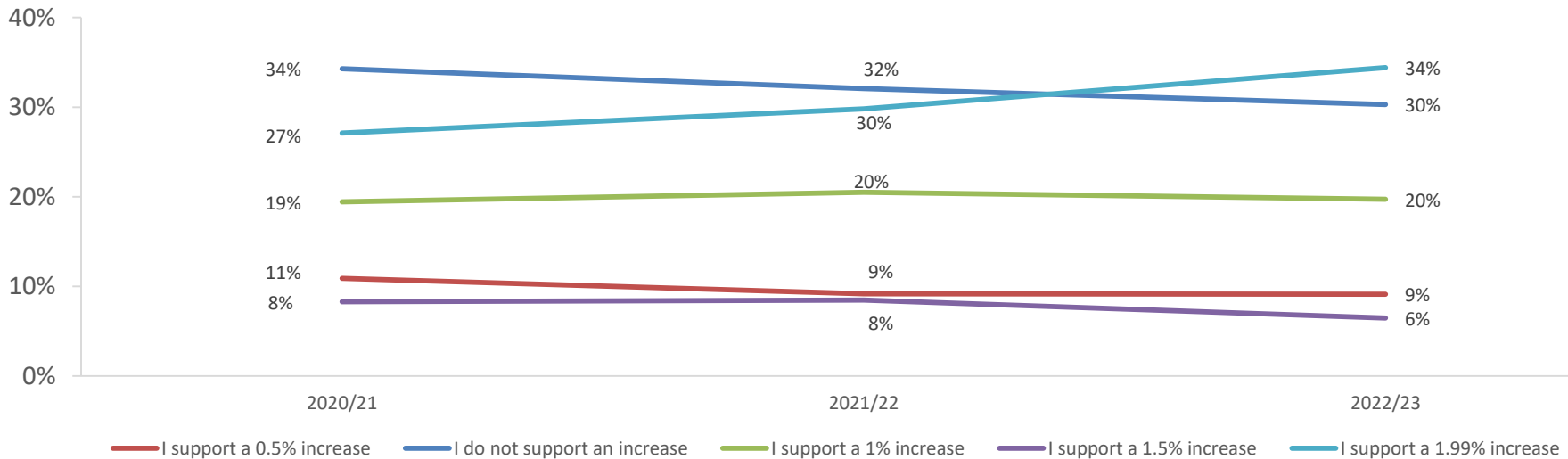
(n=340)

**Council Tax - Three year trend**

To accelerate recovery and balance the budget, would you rather we; Please select all that apply

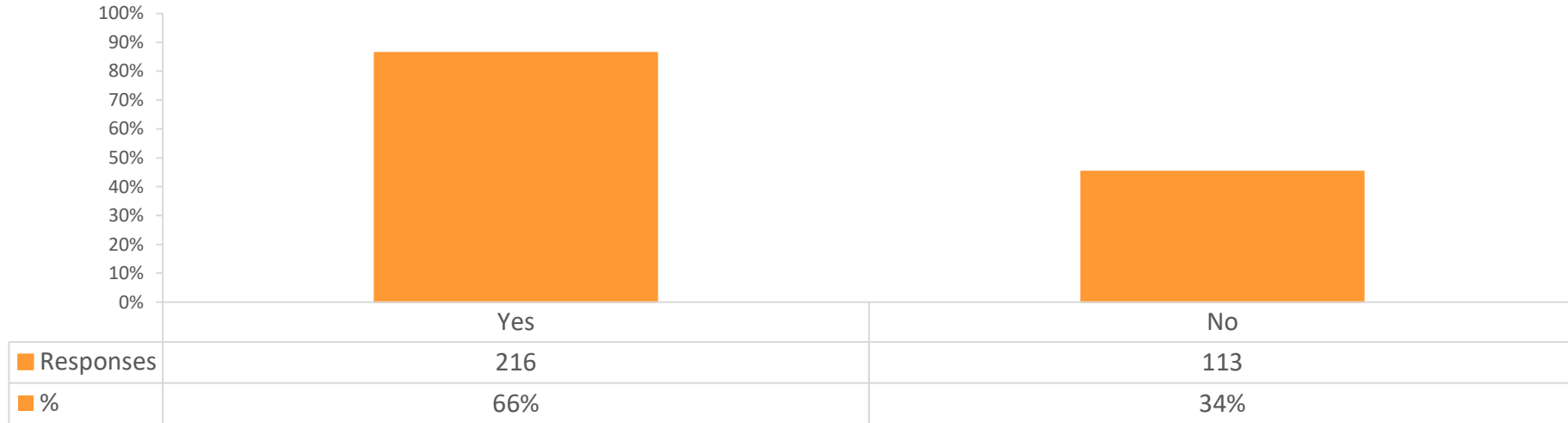


**Do you support an increase in council tax to balance the budget and if so by how much?**

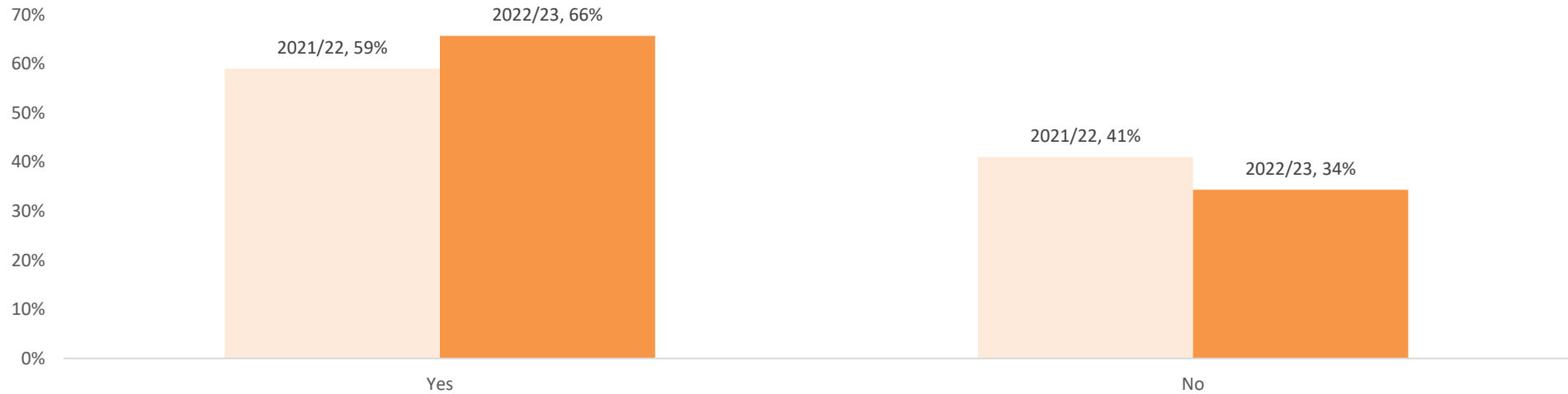


**Social Care Precept**

**Do you support taking the full social care precept of 3%?**



Previous responses compared to current responses



**Budget Priorities**

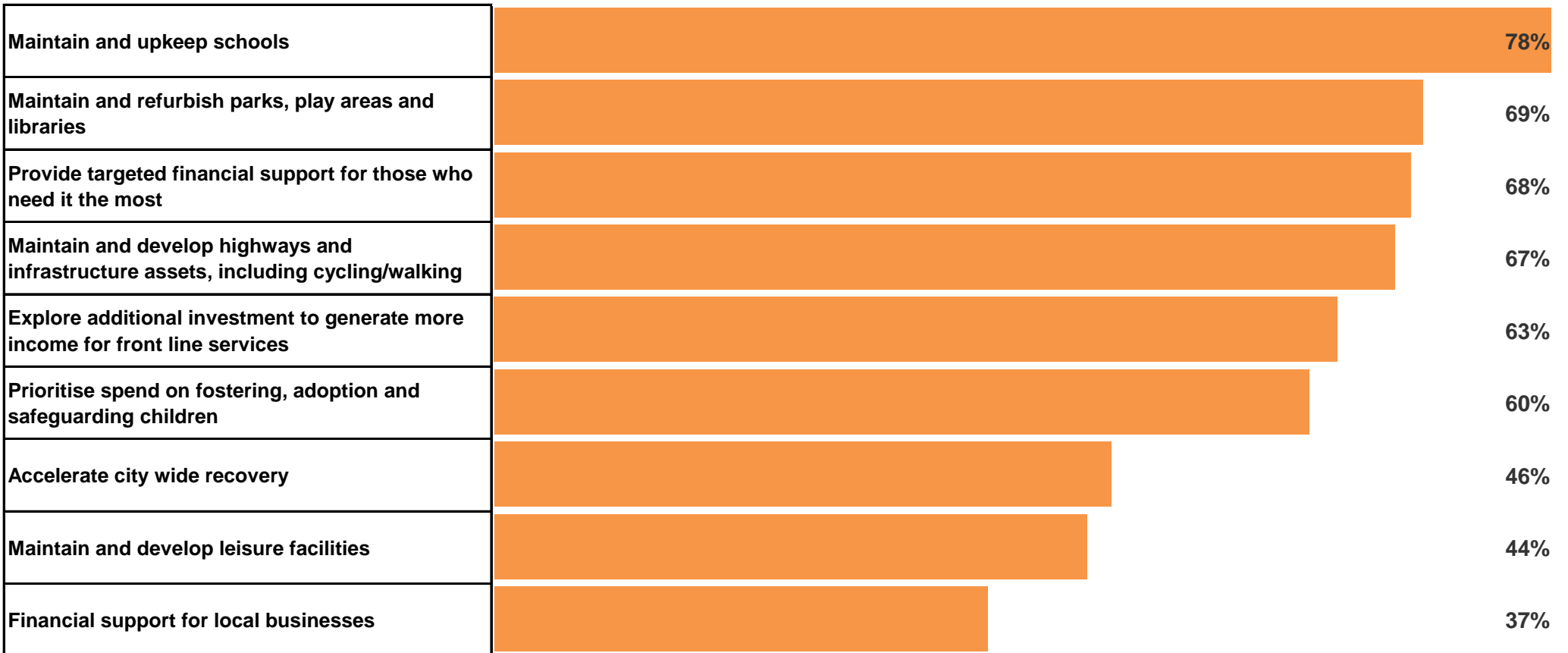
**Do you agree or disagree that we should prioritise:**

	Disagree	Disagree (%)	Agree	Agree (%)	Neither	Neither (%)
<b>Accelerate city wide recovery</b>	54	16%	151	46%	125	38%
<b>Financial support for local businesses</b>	95	29%	120	37%	113	34%
<b>Provide targeted financial support for those who need it the most</b>	38	11%	227	68%	69	21%
<b>Maintain and develop highways and infrastructure assets, including cycling/walking</b>	42	13%	223	67%	69	21%
<b>Maintain and refurbish parks, play areas and libraries</b>	32	10%	230	69%	72	22%
<b>Maintain and develop leisure facilities</b>	59	18%	145	44%	126	38%
<b>Maintain and upkeep schools</b>	20	6%	261	78%	52	16%
<b>Explore additional investment to generate more income for front line services</b>	53	16%	207	63%	71	21%
<b>Prioritise spend on fostering, adoption and safeguarding children</b>	42	13%	200	60%	89	27%

## Budget Priorities

### Areas respondents agree should be prioritised

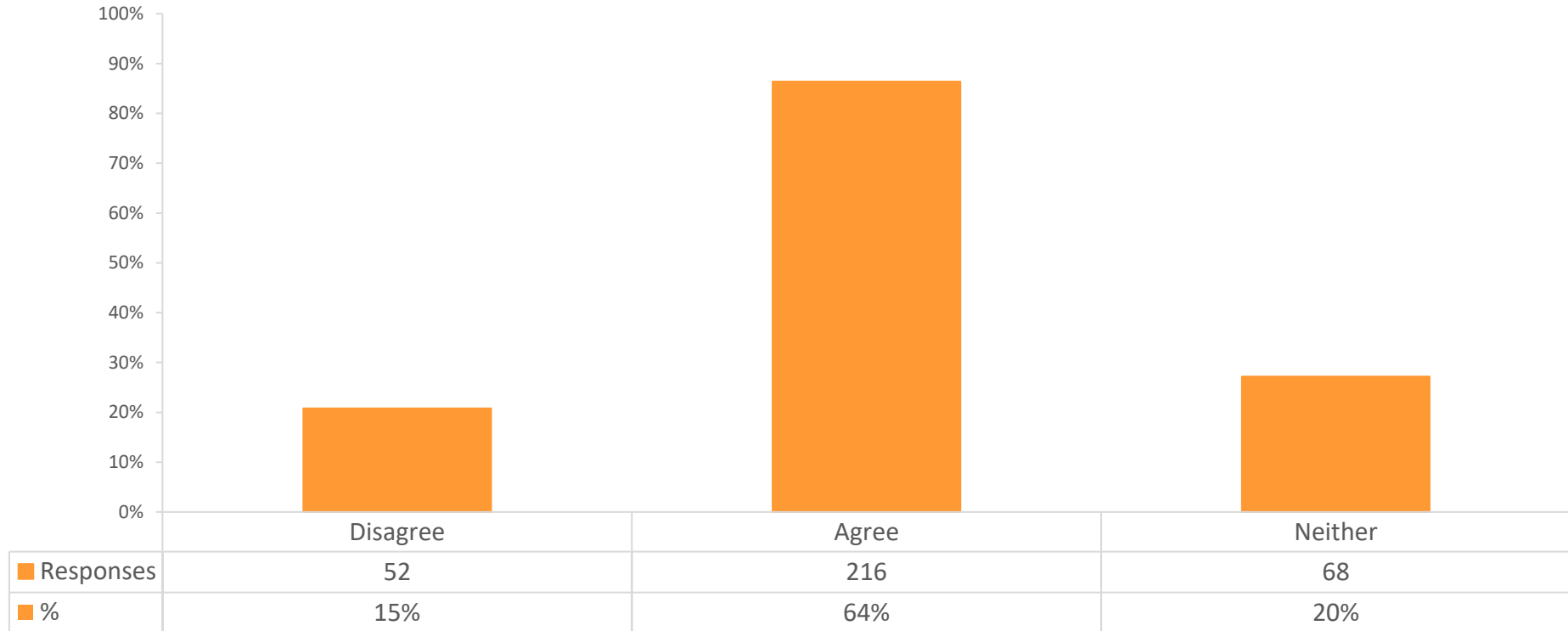
Priorities remain in a similar order to the previous survey with schools at the top and financial support for businesses at the bottom. Maintain and refurbish parks, play areas and libraries has moved up the list with 17% more agreeing this is a priority from last year.





**Public Health and recovery from the pandemic**

**Do you agree or disagree that we should continue to prioritise spending on public health and recovery from the pandemic?**



(n=336)

75% agreed the council should prioritise the public health response to the pandemic, including support for mental health in the previous survey.

Overall response to survey by ward (please note that ward data was only collected from online responses)

Ward	Responses	Responses (%)
Acomb Ward	12	3%
Bishopthorpe Ward	6	2%
Clifton Ward	14	4%
Copmanthorpe Ward	10	3%
Dringhouses & Woodthorpe Ward	13	4%
Fishergate Ward	10	3%
Fulford & Heslington Ward	4	1%
Guildhall Ward	14	4%
Haxby & Wigginton Ward	15	4%
Heworth Ward	14	4%
Heworth Without Ward	4	1%
Holgate Ward	13	4%
Hull Road Ward	9	3%
Huntington & New Earswick Ward	10	3%
Micklegate Ward	26	7%
Osbalwick & Derwent Ward	14	4%
Rawcliffe & Clifton Without Ward	10	3%
Rural West York Ward	13	4%
Strensall Ward	9	3%
Westfield Ward	8	2%
Wheldrake Ward	5	1%
Unknown	125	35%
<b>Total</b>	<b>358</b>	

Results can be split by ward but due to low numbers may not be statistically significant

**Demographics**

**Age**

Answer choices	Responses	Percentage of total response
Prefer not to say	23	10%
Under 16	0	0%
16-24	2	1%
25-39	37	15%
40-55	52	22%
56-59	20	8%
60-64	23	10%
65+	82	34%
Total	239	

**Carer**

Answer Choices	Responses	Percentage of total response
Prefer not to say	23	10%
Yes	27	11%
No	188	79%
Total	238	

**Do you have any physical or mental health conditions or illnesses lasting or expected to last 12 months or more?**

Answer choices	Responses	Percentage of total response
Prefer not to say	29	12%
Yes	42	18%
No	169	70%
Total	240	

**Gender**

Answer choices	Responses	Percentage of total response
Prefer not to say	28	12%
Male	116	49%
Female	94	39%
Gender variant / Non binary	1	0%
Total	239	

**Served in the Armed Forces**

Answer Choices	Responses	Percentage of total response
Prefer not to say	17	7%
Yes	19	8%
No	202	85%
Total	238	

**Do any of your conditions or illnesses reduce your ability to carry out day-to-day activities?**

Answer choices	Responses	Percentage of total response
A lot	11	18%
A little	23	38%
Not at all	26	43%
Total	60	

\*Please note that demographic questions were only included on the online form

This page is intentionally left blank

	2021/22	2022/23	2023/24	2024/25	2025/26	2025/26	Total Capital Programme 2021/22-2025/26 £000
	£000	£000	£000	£000	£000	£000	£000
<b>ADULT SOCIAL CARE</b>							
Telecare Equipment and Infrastructure	276	259	267	275	283	291	1,651
Disabled Support Grant	268	240	250	260	270	280	1,568
Major Items of Disability Equipment	160	139	143	147	152	157	898
OPA-Community Space at Marjorie WaiteCourt	557	0	0	0	0	0	557
OPA-Ashfield Estate Sports Pitches	393	0	0	0	0	0	393
Proof of Concept for robotics & AI within social care	200	0	0	0	0	0	200
OPA-Haxby Hall	170	0	0	0	0	0	170
OPA Residual Enabling Work	141	0	0	0	0	0	141
OPA - the Centre@Burnholme including enabling works	73	0	0	0	0	0	73
OPA-Burnholme Sports Facilities	59	0	0	0	0	0	59

This page is intentionally left blank