



Notice of meeting of

Executive Members for Housing & Adult Social Services and Advisory Panel

To: Councillors Hogg (Chair), Sue Galloway (Executive Member), Sunderland (Executive Member), Bowgett, Fraser, Horton, Taylor, Wiseman, Mrs Mildred Grundy (Co-opted Non-Statutory Member) and Ms Pat Holmes (Co-opted Non-Statutory Member)

Date: Monday, 29 October 2007

Time: 5.00 pm

Venue: Guildhall

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 26 October 2007, if an item is called in *before* a decision is taken, *or*

4:00 pm on Wednesday 31 October 2007, 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 - 6)

To approve and sign the minutes of the meeting held on 10 September 2007.

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, 26 October 2007, at 5:00 pm.**

BUSINESS FOR THE EXECUTIVE MEMBER FOR HOUSING

ITEMS FOR DECISION

4. Parking Enforcement Pilot within Housing (Pages 7 - 12)

This report requests Members' approval to pilot the use of an independent parking enforcement contractor operating on designated sites of housing land.

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

ITEMS FOR DECISION

5. Challenges for the Future Delivery of Social Care for Older People (Pages 13 - 26)

This report sets out the financial context and demographic background of the challenges to the Council's future delivery of social care to older people, together with a summary of the approaches that could be made to these challenges, and seeks approval to consult with stakeholders on the responses that can be made.

6. Progress on the Accommodation and Support and Long Term Commissioning Strategies for Older People (Pages 27 - 34)

This report provides information on a range of initiatives which are in progress to help to deliver the objectives of the Long Term Commissioning Strategy for Older People, and seeks agreement in principle to a proposed approach to develop joint commissioning arrangements with the PCT.

ITEMS FOR INFORMATION

7. North Yorkshire and York Safeguarding Adults Partnership Board (former Adult Protection Committee) Annual Report (Pages 35 - 56)

This report informs Members of the work of the Safeguarding Adults Board for City of York and North Yorkshire (which has superseded the Adult Protection Committee), as set out in the Board's annual report.

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

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 551027
- E-mail – fiona.young@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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- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

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Further information about what's being discussed at this meeting

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The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Minutes

MEETING	EXECUTIVE MEMBERS FOR HOUSING & ADULT SOCIAL SERVICES AND ADVISORY PANEL
DATE	10 SEPTEMBER 2007
PRESENT	COUNCILLORS HOGG (CHAIR), SUE GALLOWAY (EXECUTIVE MEMBER), SUNDERLAND (EXECUTIVE MEMBER), BOWGETT, FRASER (OPPOSITION SPOKESPERSON), HORTON (OPPOSITION SPOKESPERSON), WISEMAN, MRS MILDRED GRUNDY (CO-OPTED NON-STATUTORY MEMBER) AND MS PAT HOLMES (CO-OPTED NON-STATUTORY MEMBER)
APOLOGIES	COUNCILLOR TAYLOR

21. Declarations of Interest

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. None were declared.

22. Minutes

RESOLVED: That the minutes of the last meeting of the Panel held on 16 July 2007 be approved and signed by the Chair and Executive Members as a correct record.

23. Public Participation

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

24. 2007/08 Service Plans and Budget 1st Monitor Report

Members considered a report which advised them of progress against the service plan targets for Housing and Adult Social Services and the projected financial outturns for 2007/08 based on first quarter results.

The annexes to the report showed progress in relation to the key objectives and the performance targets as well as a detailed breakdown of expenditure.

Officers reported a positive outcome, which included

- An increase in the rent collected as a % of the debt and the turn round time on empty homes dropping below 21 days
- 18 referrals had already been received for the new York Security Grant
- Work had commenced on the new Arc Light and Peasholme buildings

- Phase I of the new computerised social care replacement system had gone live and due to excellent preparation the transition had gone smoothly.
- There were signs of improvement in the Adult Social Services performance indicators

Members questioned the reference in Annex 1 to “a comprehensive review of the Allocations Policy”. They stated that they would be happy for minor changes but that they did not want to see major alterations when major alterations had only recently been made to this policy. Officers confirmed that following completion of the evaluation decisions would be made on any changes required.

Members thanked Officers for arranging the visit to the demonstration room in Haxby Hall to view the support technology now available to assist with the implementation of telecare. The Executive Member for Housing congratulated the team for improvements made in services generally.

Advice of the Advisory Panel

That the Executive Members for Housing and Adult Social Services be advised to

- i) Note the content of this report and
- ii) Agree the virements between £100k and £250k outlined in paragraph 13 and refer those over £250k to the Executive for approval.

Decision of the Executive Members for Housing and Adult Social Services

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

REASON: So that the Executive Members are briefed on the projected performance and financial outturns for housing and adult social services based on the first quarter of 2007/8.

25. Housing and Adult Social Services Capital Programme 2007/08 Monitor 1

Consideration was given to a report, which presented the first quarter review of the 2007/08 Housing and Social Services Capital Programmes and the resources available to support them.

It was reported that the minor variations agreed within officer’s delegated authority and the variations outlined in the report resulted in a £322k increase in the Housing Programme and an increase of £20k in the Social Services Capital Programme. The revised Housing Capital Programme for 2007/08 stood at £9,453k with £4,656k funded from the Major Repairs Allowance Scheme. The revised Social Services Capital Programme for 2007/08 stood at £646k gross of which £94k was funded by Supported

Capital Expenditure and £311k was funded by capital grant resulting in a net Capital Programme of £241k.

Officers referred to Table 1 in the report which gave details of a major variation resulting in a projected increase in expenditure for the installation and replacement of heating systems. It was reported that this was largely as a result of large numbers of old back boilers failing their annual gas service. It was pointed out that these works were not additional to the programme but were simply being brought forward. There was also a recommendation to use high quality combination boilers for all dwellings.

Advice of the Advisory Panel

That the Executive Members for Housing and Adult Social Services be advised to

- i) Note progress made on schemes
- ii) Approve the variations listed in Table 1 (Repairs to Local Authority Properties) and Table 2 (Modernisation of Local Authority Homes)
- iii) Refer the schemes in Table 3 (Social Services) and referred to in paragraph 19 to the Executive for approval
- iv) Note minor variations made under officers delegated authority and the officer specification recommendation in relation to combination central heating boilers referred to in paragraph 13

Decision of the Executive Members for Housing and Adult Social Services

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

REASON: To update Members on the first quarter review of the Housing and Social Services Capital Programmes.

26. Housing Green Paper and the Eco-Towns Prospectus

Consideration was given to an information report which outlined the key ideas and proposals contained within the Government's recently published Housing Green Paper and Eco-towns Prospectus and which provided some initial thoughts on the implications and opportunities presented for York. It was reported that the Government were seeking views on the Green Paper by 15 October 2007.

The Green Paper set out current government policy to increase the supply of housing, to provide well designed and greener homes supported by appropriate infrastructure and to provide more affordable homes to buy or rent.

Some members expressed disappointment that they would not have the opportunity to view and discuss this sizeable document prior to the Councils response. Officers confirmed that a copy of the initial response would be emailed to all members of the Panel and that any comments received would, where appropriate, be incorporated into the final response.

Officers confirmed that this was a great opportunity for members and officers to influence the future provision of homes to meet growing demand, homes which met people's needs which were greener and more affordable. In answer to members questions Officers stated that a review was to be undertaken to identify all surplus public land in the authorities boundary.

Advice of the Advisory Panel

That the Executive Member for Housing be advised to

- i) Delegate responsibility for the submission of a formal response to the Green paper to officers in Housing, City Strategy and Economic Development, who will seek to formulate a response in consultation with lead members over the next few weeks.
- ii) Provide any initial views on the details of the Green Paper and the comments supplied within this report.
- iii) Ask that any other comments on the Green Paper be submitted to the Head of Housing by 30 September 2007.

Decision of the Executive Member for Housing

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

- REASON:
- i) The next available EMAP meeting is on 29 October 2007, after the deadline submission date of 15 October.
 - ii) So that these comments can be considered and incorporated into the final response to government.

27. Former Tenant Arrears - Write Off

Members considered a report which detailed former tenants arrears, which were recommended for write off. It was reported that these were cases where Housing Services had attempted a number of traces but had been unable to obtain a forwarding address or any information on the whereabouts of the tenant or where the tenant had died leaving insufficient funds.

Advice of the Advisory Panel

That the Executive Member for Housing be advised to approve Option 2 which involves writing off former tenants arrears of £23,111.53 as detailed in Annex A of the report.

Decision of the Executive Member for Housing

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

REASON: In line with the recommendations of the audit report detailed in paragraph 2 and to help reduce the bad debt impact on the Housing Revenue Account.

28. Affordable Housing at Morritt Close, York - Petition Update

Members considered a report, which provided Members with details of a petition that had been presented to Council on 28 June 2007 regarding the proposed affordable housing development at Morritt Close, York.

The petition had requested that an equal or smaller number of bungalows should be provided for the same area. Officers confirmed that the majority of people on the housing waiting list required family housing rather than bungalows.

Members referred to an email received from Cllr Potter, Local Member, in which she stated the report did not address the request in the petition. She listed a summary of the comments made at the consultation meeting held in relation to the development. Officers confirmed that feedback on the comments had been sent to residents and they stated that a copy of this response would also be sent to members.

Advice of the Advisory Panel

That the Executive Member for Housing be advised to note the petition requesting that bungalows rather than houses are built at Morritt Close, York.

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 update Members on receipt of the petition and to inform them of consultation undertaken in relation to development of this site and details of the housing waiting list.

CLLR SUE SUNDERLAND
EXECUTIVE MEMBER FOR HOUSING

CLLR SUE GALLOWAY
EXECUTIVE MEMBER FOR ADULT SOCIAL SERVICES

CLLR CHRIS HOGG
Chair of Advisory Panel

The meeting started at 5.00 pm and finished at 5.35 pm.



HASS47

Meeting of the Executive Members for Housing and Adult Social Services and Advisory Panel**29th October 2007**

Report of the Director of Housing and Adult Social Services

Parking Enforcement Pilot within Housing**Summary**

1. This report requests Members' approval to pilot the use of an independent parking enforcement contractor operating on designated sites of housing land.

Background

2. Opportunist parking on sites of land owned by Housing Services, but not governed by highways enforcement has, over recent years, become an increasing concern, leading to problems for both tenants and garage renters. The key problem is that legitimate users are unable to access the garages or parking spaces that they have paid for. This problem creates long-standing complaints and grievances that estate managers are powerless to resolve.
3. The Police cannot assist as no laws are being broken. Highways have no enforcement powers unless the land is both in the York Traffic Order and enforcement is operational. Unfortunately, the sites referred to in this report fall outside these criteria.
4. Where feasible and affordable, physical deterrents of bollards or barriers are installed, restricting access to users only. Provision costs can be high. Sometimes these physical deterrents are subject to vandalism. On one site, a newly installed barrier was vandalised 3 times in its first month.
5. Despite the best efforts of tenancy teams to proactively manage this problem, customers have, understandably become frustrated and Housing Services have a numerous occasions been requested by customers to look at alternative enforcement actions that would help address the problem.

Consultation

6. Formal consultation has taken place with the Tenants and Residents Federation, and as has been mentioned above, Housing Services has received customer feedback to requesting alternative parking enforcement over and above what is currently carried out.

Options

7. Option 1 - Pilot a parking enforcement service provided by an independent contractor on specific designated sites and review the outcome after a period of 12 months.
8. Option 2 - Maintain the existing arrangements.

Analysis

9. Option 1 – Parking Services have provided details of three companies the council used during Ascot 2006. Of those, only one are a York based company able to provide a managed non-clamping parking enforcement service.
10. Warning signs are displayed informing people of the consequences of unauthorised parking and clearly stating the company's name. Sites are subject to random patrols by uniformed staff. Alternately, customers can contact the companies control centre and request an operative attend a specific site if a problem occurs. Attendance is not within a guaranteed timescale, but would be as soon as practical.
11. Offending vehicles are issued with a civil fixed penalty charge of £30, with up to 14 days to pay. Non-payment results in an incremental increase in the charge up to £150, if payment is not forthcoming after a set period of time the company refer the debt to their legal department and debt recovery agency who use DVLA to obtain the registered keeper's details.
12. There is a 14 day period during which an appeal can be made to the company for the ticket to be cancelled. Information is provided on how to make an appeal.
13. The service operates at no cost to the council other than a one off set up charge per site of £50 - £300 subject to site survey. The set up fees include the provision and installation of required signage. As the total cost of the pilot will be less than £5k procurement are happy that there is no requirement to undertake a formal tender process for the pilot.
14. Option 2 – Maintain the existing position would not deal with the key issues that customers are reporting. There would continue to be either no enforcement to some sites or where enforcement is provided it would be through physical deterrents on an ad hoc basis.
15. Physical deterrents have previously been deployed on a number of sites, they are expensive to provide and can have high maintenance costs,, unfortunately they are not always successful and in some instances they are vandalised. Not every site is suited to a barrier / bollard, some of which can be difficult for older or disabled tenants to use easily. No enforcement is likely to result in continued / increased complaints and potentially a reluctance from customers to continue to rent the garages.

16. The cost of renting a council garages varies from £5.41 to £15.30 per week dependant on the location and if the person renting the garage is a council tenant or not.
17. A total debit of £298,000 was charged city wide for garage rentals in 2005/06, with £48,000 lost to voids.

Corporate Objectives

18. The development of a parking enforcement scheme for designated housing services sites will help support and contribute to the following corporate priorities:
 - Improve the actual and perceived condition and appearance of the city's streets, housing estates and publicly accessible spaces;
 - Reduce the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York;

Implications

19. The implications arising out of this report are:
 - **Financial** - There are additional costs associated with the recommended option which range from a minimum of £400 to a maximum of £2,400. These costs can be met from existing budgets.
 - **Equalities** - There are no Equalities implications;
 - **Legal** - There are no Legal implications;
 - **Crime and Disorder** - There proposals will result in reduced anti-social behaviour and vandalism;
 - **Information Technology (IT)** - here are no Information Technology implications;
 - **Property** - There are no Property implications;
 - **Other** - There would need to be liaison with Parking Services where selected sites have partial restrictions in place, to avoid confusion or error.

Risk Management

20. In compliance with the Council's risk management strategy. There are no risks associated with the recommendations of this report

Recommendations

21. Members are asked to approve option 1, to pilot for a period of 18 months using an independent parking enforcement contractor operating on the sites shown in Annex 1, to resolve problems and complaints from tenants and garage renters.

Contact Details

Author:

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Housing & Adult Social
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Jo Harrison
Housing Team Leader
Housing & Adult Social
Services
Tel No.551261

Chief Officer Responsible for the report:

Steve Waddington
Head of Housing Services

Report Approved Date 5th Oct 2007

Report Approved Date Insert Date

Wards Affected: *This will depend on the sites identified for the pilot*

All

For further information please contact the author of the report

Background Papers:

None

Annexes

Annex 1 ~Table giving details of sites

Annex 1

Proposed sites for pilot parking control initiative

Location address	No of customers affected eg number of homes/ garages	Brief description of problem
Fifth Avenue	Garages 1-7 Corbridge House	Problem with people parking in front of the garages thereby not allowing access to garage tenants. There is also an issue with people parking on grass verges in the same locality.
Tudor Road Garages (Gale Lane end)	5 Garages	Non garage tenants are parking on the garage forecourt, blocking access to the garages for paying Customers.
Leicester Way	5	Ground floor flats with “ access “ / “ parking “ area in front. Opportune parking by shoppers / commuters. Parking by residents from other parts of the estate – including leaseholders. GFF customers visitors / delivery personnel find access difficult.
City Mills	32	Sheltered Housing scheme. Limited parking space for residents. Warden tries to issue own “ permits “ to display in windscreens. City Centre location – opportune parking by shoppers / gym users. Ambulance and other transport occasional access difficulties.

North Street	4 garages / 20 + residents	Small parking area located in front of garages. Difficulty in letting garages as result of opportune parking by shoppers / business users. City centre location. Insufficient spaces for number of potential car users.
Aberford House garages	11 garages	Parking by vehicles on the space outside the garages because they do not want to but permits. Blocks garages completely. Includes site vehicles for nearby private new build site – have contacted company numerous times but without success
Kilburn House garages	8 garages	Parking by vehicles on the space outside the garages because they do not want to but permits. Blocks garages completely. Bin men & grass cutters unable to gain access
Backhouse St garages	8 garages	Parking by vehicles on the space outside the garages because they do not want to but permits. Blocks garages completely. Garage users have asked to rent garages elsewhere because of the problem so could lead to loss of income



HASS61

**Meeting of the Executive members for
Housing & Adult Social Services and
Advisory Panel**

29 October 2007

Report of the Director of Housing and Adult Social Services

Challenges for the future delivery of social care for Older people

Summary

1. This report sets out
 - a) The context – how York’s expenditure compares to other, similar councils,
 - b) The demographics – what we can predict will be the impact on adult social care in the next 15 years or so, and
 - c) Options – a summary of the approaches that could be made to these challenges

The report seeks approval for consultation to take place with stakeholders on the responses that can be made.

Financial context

2. York has a generally good record in terms of controlling budget expenditure on adult social care. This is in contrast to many local authorities in this region (and nationally) that have experienced significant and sustained expenditure over budget.

How much does York spend in comparison to other councils ?

3. York is a low spender in cash terms on social services. Based on 2005/6 budgets York is the sixth lowest spender amongst unitary authorities. This is consistent with the position on most services in York.
4. However, within its overall budget York opts to spend a higher proportion on adult social care (21.69%) than the England average (18.34%). Information from the Audit Commission shows that York also spends proportionally more of its overall budget on social services than its ‘family’ group of authorities.

Does York spend its adult social care budget any differently to other councils ?

5. York’s pattern of expenditure is slightly different than the England average. York spends 60% of its adult care budget on older people compared to an England average of 56%. This means that it spends a smaller proportion on mental health (6% compared to 7%) and on learning disabilities (22% compared to 24%). Proportional expenditure on physical disabilities is higher than the England average (10% compared to 9%).
6. The comparison with the Audit Commission ‘family’ group is more mixed but shows a generally similar picture.

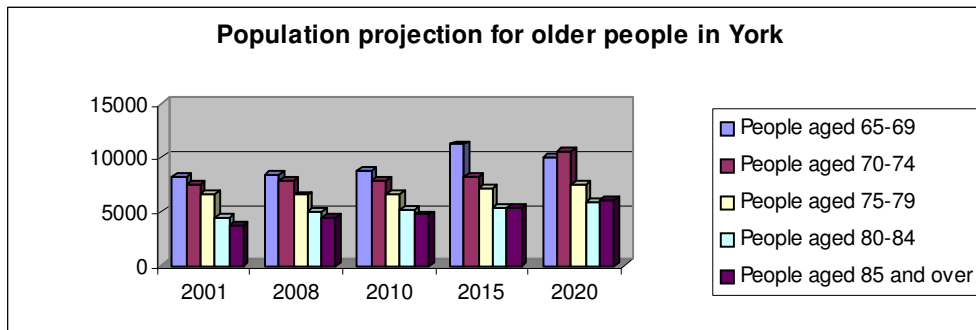
Section 2 – Demographics

7. Nationally there are projections of significant demographic pressures expected over the next 10 – 15 years with respect to both older people’s populations and people with learning disabilities.

Older People

8. York starts with an older population slightly above the average for England. In 2001 15.89% of the population were aged over 65, whilst in York 16.88% were over 65.
9. Information from the York Long Term Commissioning Strategy for Older People (YLTCS) (developed in 2006 with support from the Institute of Public Care) suggests that by 2020 there will be an increase in the over 65 population in York of 31% (from 30,500 in 2001 to 40,00 in 2020), and within this number, an increase in the over 85s of 60%, (from 3,700 to 6,000) . Over 85s are more likely to need support from health and social care services.

Table 1



10. The Long term commissioning strategy looked at what this increase in population might mean for the number of customers needing social care

services over the next 15 years. These projections take into account the prevalence rates of conditions such as dementia in a growing, elderly population. The following table shows the projected annual increase in customers if we continue to provide services in the same way, and at the same level as we do now:

Table 2 - Customer projections

Service	2005/6 Baseline	Projection at 2010	Projection at 2015	Projection at 2020
<u>Community based services *</u>				
Physical disability	4170	4908	5492	5937
Dementia	162	182	190	221
Total	4332	5090	5682	6158
<u>Residential care</u>				
Physical disability	417	491	549	593
Dementia	76	87	91	106
Total	493	578	640	699
<u>Nursing Home</u>				
Physical disability	333	390	438	472
Dementia	87	97	101	118
Total	420	487	539	590
<u>Combined Residential and Nursing</u>	913	1065	1179	1289

(*Community based services will include home care, day care, transport and equipment services.)

11. These projections show the numbers accessing services during a whole year but not the number of people receiving services at any given point in time during that year. We can use these figures to calculate an estimate of the future capacity needed by using 'snapshots' of service usage in 2006 and 2007 and projecting those percentages on to the increase in population. These are set out in Table 4 below.

Table 4

	Baseline Snapshots	% of 2006 annual customers	2010 capacity need	2015 capacity need	2020 capacity need
Community based	2635 Average for last year	61%	3104 packages	3466	3756
Residential	404*	82%	474	525	573
Nursing	249*	59%	287	318	348

home					
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*As at 17/7/07

12. In summary – the long term commissioning strategy projects an increase of over 1,150 in community care packages and an increase of 268 in residential and nursing placements by 2020
13. Its important to note that these projections are based on what would happen if we do not change the way we provide services – which we know is not an option. For example, we have been clear that we would wish to reduce the number of older people needing residential care through the development of other housing and care options. The projections should therefore be seen as a measure of the overall increasing capacity needed for more complex care within the community rather than a precise prediction of the number of residential beds needed.
14. It is possible from these projections to provide some indication of costs that would accrue with the increase in provision needed.

Table 5

	2010	2015	2020	Total
Community Packages				
Additional capacity	+469	+362	+290	+1151
Cost	£2,060,786	£1,590,628	£1,274,260	£4,925,674
Residential Care				
Additional capacity	+70	+51	+48	+169
Cost	£1,368,640	£997,152	£938,496	£3,304,288
Nursing Care				
Additional capacity	+38	+31	+30	+99
Cost	£958,360	£781,820	£756,600	£2,496,780
Total	£4,387,786	£3,369,600	£2,969,356	£10,726,742

15. These are indicative estimates that need to be used with some caution. It is hard to predict the costs of community-based care, given that packages vary greatly and include a range of services.

Options

Option 1 – Increasing the budget for adult social care

16. As stated above, without significant changes in the way that services are provided & commissioned expenditure on the care of older people is likely to increase by approximately £10m by 2020. This would require a major

investment from the council or disinvestment in other areas of social care in order to secure the budgetary provision to meet that demand.

17. Given the comparatively low budgetary base at present it may not be possible to meet this increasing demand without additional budgetary provision. Whilst this would result in an increased per capita spend on older people in York more in line with that of other authorities it would however further distort the balance of expenditure between areas of the social services budgets in York towards older people.
18. Having said that, there are other actions that can be considered in order to respond effectively to the demographic pressures on resources and reduce the financial risk to the council.

Option 2 - Reducing demand for intensive services

2 a) Preventative Services

19. All the evidence, locally and nationally, is that offering timely practical help, and encouraging health and well being, will keep people active and independent for longer. To achieve improvements in health we would need to work in partnership with the NHS and across council departments.
20. This will need investment to ensure that systemic change can be achieved, and a new model developed to deal with the needs of the growing older population. It is estimated this might require around £400-600k p.a. recurring funding to achieve, but with the potential (if a joint commissioning approach is developed with the PCT) to help release funding from high cost health services, which could then lead to reinvestment in more services closer to home. Developing preventative services is therefore likely to have the impact of reducing demand on services across the health & social care sector.
21. Recent agreements with the Primary Care Trust have suggested there are five areas of joint commissioning and service development* that would have an impact across the system to reduce demand:
 - Community and practical support to people and their carers in their own homes
 - Improved joined up responses for people with Long-term health conditions
 - Improved provision and links between the interim, transitional, fast response and rehabilitative health and social care services
 - The linked development of telecare and telemedicine with the associated response systems
 - Services for older people with mental health problems

(*These are reported on more fully in a second report to this EMAP – “Progress on the Accommodation and Support and Long Term Commissioning Strategies for Older People”.)

22. For example, if some of the projected additional placements into care (set out in Table 5 above) could be accommodated within extra care housing, using new technology to support risk management, the costs would be reduced. Alternatively, if all 70 additional residential placements projected by 2010 were provided within a community setting, with 20 hours care a week (over 3 times the average package) the difference in cost per annum would be a reduction of around £350,000.

2b) Eligibility

23. The Council has a responsibility to review the eligibility level for services on an annual basis. So far City of York Council has maintained eligibility criteria for funding of services at ‘Moderate’ and above. (There are 4 levels of need for adult social care – Low, Moderate, Substantial and Critical.) Over 70% of Councils are now operating at Substantial or Critical. One option, in the context of rising demand, would be to focus on those people with the most pressing needs and review and revise York’s eligibility threshold to Substantial or Critical need. However there are indications those local authorities that have increased their eligibility criteria above ‘Moderate’ have only bought time, as the needs of some of the population increase within a year or two as a result of their ‘moderate’ needs not being adequately met.
24. A review of the potential reductions in expenditure resulting from raising the criteria in York from Moderate to Substantial, based on the services provided in February last year, indicates that this would produce a considerably lower sum than similar exercises in previous years. This is because the recent review of all care packages resulted in much tighter application of existing criteria and has reduced the number of customers within the Moderate band. There is a risk if we were to change our eligibility criteria that many of those who would no longer be eligible for social services would find that their level of need increased as a result - which would be counter-productive in terms of a preventative strategy (see 2 a) above).

Combined approach of eligibility and prevention

25. A composite approach is another way forward - which is to link the review of eligibility criteria to the development of alternative preventative services. This will mean that if the council did need to restrict access to council funded care services there would be other affordable options available for customers, which could potentially provide support to a wider range of people than are currently receiving social care services within the moderate

category. Such services are likely to be provided via voluntary or not-for-profit agencies or through community support networks, although some could be commissioned by the council from private companies to 'sell' to people. There would have to be a positive decision to commission such services to ensure they were available for citizens to access.

Option 3 - Greater efficiency in use of resources

26. There is a strong drive for efficiency within the social care sector. We also know that some of the services that CYC can be inefficient in respect of the level of service provided against the level of service commissioned and of a higher cost than alternative services purchased from the independent sector. This means that there are opportunities to provide a greater level of service to more customers from the same level of funding as at present. The following paragraphs consider this option within home care and EPH care.

Home Care

27. It is estimated the current home care contracts and Service Level Agreements still have capacity within them to deliver extra hours. If the efficiency targets set in December 2006 for the in-house services were to be fully achieved in the next 18 months this could mean that approximately 360 additional customers could be supported within the current budgets.
28. An alternative approach to achieving cost efficiencies would be to outsource more home care provision to the independent sector. Calculations carried out in June 2006, suggested that up to £700k per annum could potentially be saved if the independent sector were able to provide all the specialist home care services currently provided by the in-house team because of lower hourly costs.
29. Any further changes to service configuration would need to be supported by an investment in some dedicated project management and there would be an ongoing need to invest more in contract management, to ensure the quality of service for customers is monitored and maintained.

Elderly Persons Homes (EPHs)

30. We know that most older people would prefer to remain in their own homes for as long as possible. We also know that the number of supported residents being placed within residential homes has been decreasing over the last 6 years as alternative provision has been offered to people with physical frailty or disability. Demand for residential care is now mainly for specialist dementia care or for those with higher dependency physical needs - and there continues to be demand for nursing care.

31. Over the last 5 years we have been able to reduce admissions to permanent residential care from 113 a year to around 59 a year – one of the lowest levels in the country. If this level of admissions is maintained (the national evidence is that admissions are now starting to rise in line with demographic changes), and we can develop further the housing options and successful preventative services that will allow older people to remain in their own homes for longer, we could further reduce the demand for 'standard' residential care.
32. City of York Council provides 9 EPHs directly (a significant proportion of the overall market locally) and is now unusual among local authorities as a major provider of residential care. However, it is important to note that due to some decline in the independent residential care market the demand for the council's EPHs remains and as supply is an issue we would need to be clear about the volume and types of residential care the council needs to commission to meet future needs. The long term commissioning strategy and the information it contains is crucial to this understanding.
33. A Best Value Review of the needs of Older People for 24 Care resulted in a number of changes to the council's provision and it was always intended to revisit this work in the light of the recent long term commissioning strategy. It was agreed in December 2006 that feasibility work be undertaken to review the future use of the Council's Elderly Persons Homes (EPHs) and, in particular, the options to deliver the specialist care we believe will still be required over the next 15 years. Two homes have been converted to EMI care in the last two years and there is more than sufficient demand to suggest that a third could be considered for conversion.
34. However, it is important that the council also looks at the long term sustainability of providing high quality care directly as a provider. Changes to more specialist care would require capital investment to ensure the buildings are fit for purpose and is likely to increase unit costs to ensure the required staffing levels. There is no capital currently available within the CYC capital programme set aside to undertake this work. It also needs to be recognised that the unit costs of directly providing residential care are generally higher than the cost of care provided in the independent sector. If alternative care were commissioned from the independent sector at the level currently provided by the council there would be significant revenue savings which could be invested in alternative or preventative services to meet future, increasing demand.
35. This suggests that the way forward would continue to be a mixed market approach. In order to ensure resources are made best use of there is a need to be clear about what provision needs to be commissioned to meet anticipated future capacity and to keep an open mind about which providers are best placed to meet that demand.

36. Another approach would be to review our estates and services jointly with the PCT who also have a vested interest in developing effective community based services for older people. The PCT have now expressed a desire to work actively with CYC on the Long Term Commissioning Strategy.
37. Clearly, should it be decided that there will be any changes in the level of direct provision of registered care by the council this would be a major undertaking with enormous sensitivity. To deliver such a change would require complex planning to develop the market and ensure capacity was available, and to manage the impact on staff and customers. This would require dedicated investment in project management and take several years to complete.

Corporate Priorities

38. Ensuring the most appropriate way to deliver care services in a variety of ways will contribute to Corporate priorities;
 - Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest
 - Improve efficiency and reduce waste to free-up more resources.
39. If it is ultimately agreed that change the way care services are provided the programme could also contribute to:
 - Improving the way the Council and its partners work together to deliver better services for the people who live in York

Consultation

40. It is suggested that the future delivery of social care to older people in York now requires long term decision making, which will have a significant impact on what is delivered and how it is delivered. In order to support Members with the decision making it is proposed that there is a major consultation amongst stakeholders and partners on the options presented and that the outcome of this is referred back to Members in February 2008. (Annex 1)
41. The key issues and questions that would need to be addressed in such a consultation would include:
 - Alternatives to those options listed
 - Preferred priorities within the options listed

- The preferred future balance between the service provision of the Local authority and that from the independent sector
- Whether joint commissioning with the PCT will support reducing demand and enhanced specialist capacity within the statutory services
- Whether a feasibility exercise is required to test the capacity of the independent sector to provide additional services
- What programme and structure for implementing change is required
- Whether the CYC EPH services need to specialise further in direct service provision and how capital can be released to make necessary investment in further specialisation and general refurbishment of these homes.

42. Implications

Financial - There are no financial implications arising directly from this report as no specific recommendations are made. However, the report sets out the potential financial implications arising from increased demand due to demographic changes and the possible options for meeting those challenges. The more detailed implications of any resulting proposals will be reported to Members following consultation.

Human Resources (HR) - The Human Resource implications in respect of the future nature of social care delivery will be consulted on with staff as part of the broad consultation process referred to.

Equalities - These proposals will affect vulnerable older people. The impact of the proposals will cause some disruption to current care arrangements whichever option is taken. An impact assessment has not yet been undertaken but will need to be completed.

Legal - Following the High Court ruling that the Human Rights Act does not apply to independent sector providers, any option of outsourcing our residential care homes could remove the protection the Act gives to residents in public sector homes. There could therefore be Human Rights considerations depending on which options for change are taken

Crime and Disorder - There are no crime and disorder implications arising from this report

Information Technology (IT) – The report does refer to the importance of assistive technology in enabling people to remain independent in their own homes but there are no new IT implications arising from this report

Property – Some options in respect of EPH's would have significant implications in respect to property. These are referred to within the main report, but the more detailed implications of any proposals would be reported to Members following consultation.

Other- There are no other implications

Risk Management

43. The failure to create sufficient capacity to develop & implement the long-term strategy will lead to lost opportunities to develop services fit for future purpose and will lead to unnecessary financial pressures with outdated approaches to delivering social care.
44. A full risk assessment will be undertaken of the primary option chosen in principle before any conclusion is reached.

Conclusions

45. The council faces challenges in order to meet the increased demand for services from older people in the future. Action needs to begin now to work up options for meeting this demand or the council will face very significant increases in expenditure.
46. The report looks at a range of radical options that build on the strategic direction since the last Best Value Review but which challenge the current configuration of services. Given the importance of these services and the sensitivities for customers, carers and staff it is vital that we take time to discuss these issues thoroughly before coming back to Members with more definite proposals.
47. It is therefore recommended that extensive consultation is undertaken with all the relevant stakeholders (including people who do not yet use services) to gauge their views on the best way forward and on the options outlined in this report.

Recommendations

48. It is recommended that the Executive Member note the report and approve the instigation of a wide consultation on the options covered in this report.

Reason: because it is necessary to consider all options for opportunities for savings and reinvestment in line with the Long Term Commissioning Strategy.

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Report Approved

Date 16 October 2007

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

All

For further information please contact the author of the report

Background Papers:

All relevant background papers must be listed here.

Previous EMAP reports

Annex 1

Consultation on challenges to future delivery of Social Care to Older people

The purpose is to consult over the future direction and not any specific change proposal.

The consultation strategy will have three phases:

1. November 07 to December 07

Consultation on the challenges and broad options available for managing the demand for social care within the available resources.

2. January – February 08

Consultation on the programmes that will need to be introduced in order to manage change within the affected sectors

These two phases will involve primarily consultation with representatives of staff, customers, carers, the voluntary sector, statutory partners and any other organizations that may support people who are, or may become future customers. The outcome of these first two phases will be reported back to EMAP in March.

3. March onwards

If as a result of the consultation and Member decision making process there are any specific changes to services that are required then further consultation would be arranged with those people directly affected by the proposals. This consultation would be targeted at those people who may be directly affected by the proposed change, customers, carers and staff. The outcome of this consultation would be utilized within the project plan for the specific service changes.

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HASS41

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

29 October 2007

Report of the Head of Adult Services

**Progress on the Accommodation and Support and Long Term
Commissioning Strategies for Older People**

Summary

1. This report provides information on a range of initiatives which are in progress and which will help to deliver the objectives of the Long Term Commissioning Strategy for Older People by developing support and accommodation within the community, and by linking service developments more closely with the Primary Care Trust (PCT).
2. It seeks agreement in principle to the proposed approach to develop joint commissioning arrangements with the PCT.

Background

3. In December 2005, a report "Accommodation with Support for Older People" was brought before Members. The report indicated a need to explore the feasibility of developing Council Elderly Person's Homes to ensure capacity within the city for dementia and mental health residential care, high dependency, and respite and day care.
4. Initial feasibility has been undertaken but this report will not be making any recommendations. Decisions about further capital and revenue investment in our homes will need to be considered in the context of the report on the challenges facing social care in providing services for older people.
5. In January 2007 Members agreed a Long Term Commissioning Strategy for Older People. The strategy identified that the needs of older people were changing and that the numbers of older people in the city were increasing. The strategy highlighted the need to do more to develop housing choice, ensuring that 24 hour support and care is available, as well as the need to develop services which will help older people stay more independent for longer, by promoting health and well being, and by ensuring access to practical help within the community.

6. The strategy was clear that both services and the strategy need to be developed jointly with health commissioners and providers. The PCT however has found it difficult to engage until very recently, because of organisation changes and financial pressures.
7. This report therefore looks at work that is under way and planned, which will address issues raised within the earlier reports. These are:
 - The need to increase housing choice and options for older people
 - Ensuring 24/7 risk management and response services
 - Diverting and reducing demand for services
 - Working in a more integrated way with the PCT.

Housing choice

8. We have been developing housing choices as an alternative to residential care for over seven years, including the development of both residential care homes and sheltered housing schemes to provide extra care accommodation within the Council's housing stock.
9. The Discus Bungalow project provides an example of how current services can be reshaped to provide accommodation that is fit for the future and offers more choice to older people. The project will deliver a minimum of 30 Extra Care units, for older people with higher care needs, and has the potential to increase the choice available to homeowners in the city if we are able to include some units that are affordable to buy.
10. As part of the development of an asset management strategy for our housing stock we have the opportunity to consider whether there is any need to change any of our sheltered housing schemes. A future report to members is planned to consider the best future use of some of the sheltered street schemes with hard wired alarm systems.
11. Some sheltered schemes may be suitable to 'grow' into more of an extra care model of support, if we can adapt the care and support around properties that can offer good disability access. Where this is possible it could allow more tenants to remain in their accommodation as their care needs increase.
12. To ensure that we can make best use of these 'extra care' options there is a need to ensure that allocation to vacant tenancies both minimises void times but also targets those tenants most likely to need the care and support. This will need:
 - A review of the way that care is managed within the schemes,
 - Earlier identification by care management staff of potential tenants
 - A review of the tenancy allocation process, which could be addressed within the agreed review of the Housing Allocation policy.

13. Just as we would wish to see as much as possible of our own stock of housing for older people 'grown' into an extra care model, there is also work which can be undertaken with other housing providers. The Supporting People review of Older People's services has just started, and this will provide an opportunity to explore what the potential might be to enhance the support and care within the sheltered schemes run by Registered Social Landlords and charities, and whether there is the potential to develop an extra care model within the community which is not building based and which allows older people to remain in their own homes, rather than having to move to receive the support they need.
14. The Supporting People programme, of which the Council is a partner and the Administering Authority, provides £1.19m funding for housing related support for older people, mainly through sheltered housing and community alarm schemes.
15. If we are able to make changes to Supporting People services, they will need to be achieved within the budget constraints of the Supporting People programme. Older people with mental health needs and who are frail are now groups who are identified as priority groups, which may attract additional funding, however there is little uncommitted funding within the programme at present.
16. The Supporting People service review will therefore need to look at whether there are any efficiencies, which could help to create some flexibility to develop new services. The Supporting People Review will consult with customers; it will review quality and value for money of current services and will take account of strategic relevance and best practice from elsewhere. Any proposals to change services will be considered by the Commissioning Body in the New Year. If there are proposals that affect City of York services a further report will be provided for Members.
17. Most of these initiatives will primarily benefit tenants. We also need to influence the development of alternative accommodation and care models in the City that would appeal to those with sufficient equity to buy the accommodation. This will include influencing the planning proposals of developers, as well as ensuring we utilise our assets, where appropriate, to deliver quality and choice for older people's housing across all tenures. Information on older people's housing needs will need to be fed in to the development of the Local Development Framework to provide clear messages to developers. Information for customers about the options available will need to be developed as well.

Risk management and 24/7 cover

18. The Council supports over 2,500 customers through Warden Call, our community alarm scheme. We are in the process of reviewing the

delivery arrangements for warden call to ensure the service is working as effectively as possible, and in a way that provides robust 24/7 cover for all customers of the Community Alarm scheme.

19. Warden Call has just launched an additional 'Telecare' service, using grant funding from the Department of Health to target more vulnerable customers at risk of hospital admission, or admission to residential care, because of falls or dementia. We expect the numbers benefiting to increase over the next year, and to be able to show how this support can reduce the need for more costly and intrusive services, which take people away from their own homes and independence.

Diverting and reducing demand for services

20. Other community based support services for older people are funded both through grant funding from the Council, agreed by the Executive member for Adult Social Services and also by the Primary Care Trust.
21. The funding available is limited by financial pressures, but there is work in progress within Housing and Adult Services to develop a Prevention Strategy, which will consider how services can be developed to provide a more coherent and effective range of support to improve health and well being. This is one area where we aim to work more jointly with the PCT if Members agree to the recommendations in this report

Consultation

22. Representatives of the Older People's Assembly, from the voluntary sector and from independent providers were involved in the drawing up of the Long Term Commissioning Strategy. Further meetings with all of these stakeholders have confirmed that they are keen to be actively involved in delivering the objectives of the Strategy. All have said they would welcome clear messages from the Council, and the PCT about what the priorities for action will be.
23. Discussions with the PCT Chief Executive and Director for Commissioning have made good progress in agreeing that there is a need for joint commissioning and joint work to improve services and outcomes for customers and patients. There is a wish within the PCT to identify four – five key areas for joint action, and to develop our joint working processes and structures as these work streams are delivered.

Joint work with the Primary Care Trust

24. Good progress has been made in the last months in agreeing a way forward with North Yorkshire and York Primary Care Trust (PCT) towards a joint commissioning approach in response to the Council's Long Term Commissioning Strategy for Older People.

25. Work is in progress to agree joint priorities for action, based on shared objectives, which can be mapped from our Long Term Commissioning Strategy to the PCT's recovery plans and draft commissioning intentions. These can also be linked to the Commissioning plans for the local Practice Based Consortium of GPs.
26. These priorities are likely to link to the outcomes identified within the Long Term Commissioning Strategy to:
- Reshape dementia and older peoples mental health services to ensure more support within the community
 - Reduce hospital admissions and admissions to residential and nursing care by making best use of intermediate, transitional, fast response re-abling and rehabilitation services
 - Use technology to support independence and improve risk management for customers and patients
 - Develop an integrated health and social care approach to helping patients and customers manage their long term conditions
 - Develop community based preventive services and carer support which will improve health and well being
27. Joint project groups will be set up, with staff from both the PCT and the Council, and where appropriate the GP commissioning group, to develop and deliver specific changes and measurable outcomes.
28. It is proposed that these project groups will report to a joint PCT and Council commissioning group, with membership from PCT Non Executive Board Members and the Commissioning Director, together with the Executive Member for Adult Social Services and the Director of HASS. The group will have agreed terms of reference and a reporting structure to the Health and Council Chief Executives. Where any proposals for change are significant, and go beyond agreed policy and delegated authority, further reports will be provided for Members.

Options

29. Option 1 is to agree in principle to the joint priorities and proposed joint arrangements to deliver these.
30. Option 2 is to delay agreement until full details for the projects and oversight of the projects have been scoped and terms of reference are available

Analysis

31. Option 1 will allow further progress to be made more quickly in setting up joint arrangements with the PCT. The proposed areas for the priorities fit with the objectives already agreed by Members through the Long Term Commissioning Strategy, and the proposed commissioning group will enable both agencies to ensure that the work to deliver these

priorities is progressed. Any proposals to change policy or which would not fall within delegated authority will be referred back to Members.

32. Option 2 will allow Members to consider the proposals in more detail, however it will add delay to establishing agreement and a joint health and social care commissioning approach process. The Council has been seeking to establish for some time.

Corporate Priorities

33. The development of joint commissioning arrangements with the PCT, and the other developments of housing choice and support will contribute to the following corporate priorities:

- Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest.
- Improve the way the Council and its partners work together to deliver better services for the people who live in York

Implications

34. **Financial.** There are no financial implications to these options, although the projects will have financial implications as they develop.

35. **Human Resources (HR)** There are no HR implications to these proposals at this stage

36. **Equalities** There are no equalities implications to these proposals. Any of the change projects will need to consider Equality Impact Assessments

37. **Legal** There are no legal implications.

38. **Crime and Disorder** There are no crime and disorder implications

39. **Information Technology (IT)** There are no IT implications

40. **Property** There are no property implications

41. **Other** There are no other implications

Risk Management

42. In compliance with the Councils risk management strategy the main risks that have been identified in this report are those which could lead to the inability to meet business objectives (Strategic) and to deliver services (Operational), damage to the Council's image and reputation and failure to meet stakeholders' expectations (Governance).

43. Measured in terms of impact and likelihood, the risk score all risks has been assessed at less than 16, This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

Recommendations

44. It is recommended that Option 1 be agreed.

45. The reason for the recommendation is that it will support the development of partnership working and enable progress to be made in the delivery of strategic objectives for older people's services, without additional delay.

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Report Approved

Date 16th October 2007

Chief Officer's name
Title

Report Approved

Date 16th October 2007

Specialist Implications Officer(s)

N/A

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

All

For further information please contact the author of the report

Background Papers: Long Term Commissioning Strategy for Older People

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HASS 57

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

29th October 2007

Report of the Director of Housing and Adult Social Services

North Yorkshire and York Safeguarding Adults Partnership Board (former Adult Protection Committee) Annual Report

Purpose of Report

- 1 To inform the Executive Members of the work of the Safeguarding Adults Board (which has superseded the Adult Protection Committee) for City of York and North Yorkshire as set out in its annual report.

Background

- 2 The Adult Protection Committee was set up in 2003 to respond to the requirements of Department of Health guidance on developing and implementing multi-agency policy and procedures for the protection of vulnerable adults against abuse. The title given for this initiative was "No Secrets". The initiative arose from growing awareness of the need to have clear and immediate action across social services, the NHS and the Police to tackle incidents of abuse against adults and older people to match those required for the protection of children. However, Adult protection arrangements differ from those to protect children and there is still no statutory requirement to have a committee.
- 3 From the outset it was agreed that City of York and North Yorkshire County Council would collaborate to set up the same policies and procedures so that there could be seamless working with the NHS and the Police across local authority boundaries. Thus the committee covered the whole of both local authority areas and has one co-ordinator to support its work. In addition, in each PCT area there is a Local Group which is responsible for the more detailed implementation, monitoring and development and for maintaining and improving local networks to tackle abuse.
- 4 In October 2005 the Association of Directors of Adult Social Services published a National Framework of Good Practice in **Safeguarding Adults**. This set out standards for adult protection (specifically seen from a local authority point of view) that ought to be in place and the partnership arrangements needed to achieve that. The term "Safeguarding Adults" mirrors the term now used to describe what used to be referred to as child protection (Safeguarding Children) and signals a change in the focus to improving prevention and strengthening strategic

partnerships (e.g. covering wider crime and disorder issues) as well as ensuring excellent adult protection procedures and training for staff.

- 5 At its January meeting the Adult Protection Committee agreed to reconstitute itself as the Safeguarding Adults Partnership Board and that an Executive Group be established (comprising senior representatives from the two local authorities, North Yorkshire Police and North Yorkshire and York Primary Care Trust) that would be responsible for leadership and strategic development.
- 6 Adult protection procedures apply to any vulnerable person over the age of 18 who may be unable to look after him or herself and/or be unable to protect him or herself against significant harm or exploitation. It therefore includes people who:
 - are elderly;
 - are physically or mentally frail;
 - suffer from a mental illness including dementia;
 - have a physical or sensory disability;
 - have learning disabilities;
 - have a severe physical illness
- 7 “Abuse” is defined in the widest sense of the word so that it includes:
 - **physical abuse**, including hitting, slapping, pushing, kicking, misuse of medication, restraint or inappropriate sanctions;
 - **sexual abuse**, including rape and sexual assault or sexual acts to which the vulnerable person has not consented, or could not consent, or was pressurised into consenting;
 - **psychological abuse**, including emotional abuse, threats of harm or abandonment, deprivation of contact, humiliation, blaming, controlling, intimidation, coercion, harassment, verbal abuse, isolation or withdrawal from services or supportive networks;
 - **financial or material abuse**, including theft, fraud, exploitation, pressure in connection with wills, property or inheritance or financial transactions, or the misuse or misappropriation of property, possessions or benefits;
 - **neglect and acts of omission**, including ignoring medical or physical care needs, failure to provide access to appropriate health, social care or educational services, the withholding of the necessities of life, such as medication, adequate nutrition and heating; and
 - **discriminatory abuse**, including racist, sexist, that based on a person’s disability and other forms of harassment, slurs or similar treatment.

- 8 Public awareness of adult protection issues has been rising over the past 12 months. This is partly to do with campaigning work by the charity Action on Elder Abuse, increasing treatment of abuse issues in television drama and some high profile exposés of abuse in residential homes in other parts of the country.
- 9 Because of serious abuse issues coming to light in NHS establishments for people with learning disabilities in Cornwall and London a national programme of inspection took place during 2007 with a positive report on the facilities managed by the integrated LD service in York & Selby.
- 10 Last month the Association of Directors of Adult Social Services presented government with a 7-point plan for strengthening the law to help protect adults from abuse. In particular they have warned government that moves towards giving individuals greater freedom to spend their own care budgets (which are fully supported by the ADASS) must be matched with far greater legal protections for them against the possibilities of abuse.

Consultation

- 11 The report is primarily for information. Comments have been received from members of the multi-agency board in the preparation of the report

Options

- 12 Members can provide comments on the annual report or simply note its contents.

Analysis

Key Issues in the Annual Report

- 13 Comments are invited on the whole report but the following issues are highlighted for noting:
 - There is improved data available on the number and type of abuse cases reported for investigation. The incidence of abuse is similar in pattern to 2005/6 although there has been a slight increase in reported cases in York (referrals now averaging 20 per quarter). The number of cases investigated rose from 58 in 2005/6 to 70 in 2006/7 and is expected to continue to rise. This may be due to increased awareness and better recording and the Commission for Social Care Inspection (CSCI) inform us that these figures remain low in relation to comparable council areas.
 - The most prevalent types of abuse for the whole period are physical and financial abuse. This is the same pattern as in previous years. Physical abuse occurs in 36% cases compared with 49% in 2005-6

and financial abuse occurs in 25% cases compared with 23% for 2005-6

- The majority of cases in each area affect older people aged 65 and over (including older people with mental health problems) (66%), and people with learning disabilities (23%). A very small proportion of cases affect people with physical disabilities (6%) and adults with mental health problems (4%).
- Training and awareness are a focal point of the work on adult protection with a multi-agency awareness event attended by 90 delegates in York in May 2007 and a specific training for CYC team leaders/care leaders attended by 55 people. However, CSCI are concerned about the impact of training especially amongst workers in the non-statutory sector and we are continuing to work with the Independent Care Group to support and encourage providers to train their staff on adult protection.

Corporate Priorities

14 The report relates to the corporate priority “ Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of healthy are the poorest

15 Implications

Financial

The overall financial position stabilised in 2005/6 and at this stage it is being presumed that all agencies will continue at least to support the Safeguarding Board (and the joint co-ordinator post) at its current level in future years.

Human Resources – no implications arising from this report

Equalities – no implications arising from this report

Legal – the ADASS has been consulting members on whether to lobby the government to strengthen and extend the legislation for adult protection e.g. to create a statutory duty to act and investigate cases, to share information and to work in partnership.

Crime and Disorder – the Executive of the Safeguarding Board have identified strengthening links with local Crime and Disorder Partnerships as a priority with the Police being seen as the natural lead in this area.

Information technology – no implications arising from this report

Property – no implications arising from this report

Other – not applicable

Risk Management

- 16 The partnership with other agencies is not one that involves joint assets or significant expenditure and therefore the risks attached are relatively low.

Recommendation

- 17 That the Executive Members and Advisory Panel comment on the work of the Safeguarding Adults Board and the issues highlighted in this report.

Reason: - In order to improve the council's response to vulnerable people affected by abuse.

Author:

Bill Hodson

Director

Housing and Adult Social Services

554000.

Chief Officer Responsible for the report:

Bill Hodson

Director

Report Approved

Date 5th October 2007

Bill Hodson

Director

Report Approved

Date 5th October 2007

Specialist Implications Officer(s)

N/A

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

All

For further information please contact the author of the report

Background Papers:

Annexes

1. North Yorkshire and York Safeguarding Adults Partnership Board Annual Report 2006/7

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**SAFEGUARDING ADULTS
PARTNERSHIP BOARD
(NORTH YORKSHIRE & YORK)**

(previously City of York and North Yorkshire Adult Protection Committee)

**Annual Report
2006-2007**

SAFEGUARDING ADULTS PARTNERSHIP BOARD (NORTH YORKSHIRE AND YORK)

ANNUAL REPORT 2006-2007

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Message from the Chair

This year, we have seen an increase in publicity and emphasis on the protection of vulnerable adults, across the country.

There have been changes in the law with the introduction of the Mental Capacity Act 2005, the Domestic Violence, Crimes and Victims Act 2005 and the Safeguarding Vulnerable Groups Act 2006. Action on Elder Abuse has launched a campaign for specific legislation to protect vulnerable adults, with a call to establish a legislation alliance. The publication of the National Elder Abuse Study (Department of Health/Comic Relief) shows that up to 4% older people may have suffered from abuse in their own homes.

There has been an increased emphasis from regulators about the importance of keeping vulnerable people safe, while also encouraging independence and choice. Earlier this year the Commission for Social Care Inspection issued their new Safeguarding Adults Protocol which lays down guidelines to ensure that regulated services, statutory authorities and CSCI work effectively together. We are working closely with CSCI through the Board to ensure that this is effectively implemented.

This year we took stock of the Adult Protection system in North Yorkshire and York, its strengths and weaknesses, and decided to re-launch the committee as the Safeguarding Adults Partnership Board, with strengthened strategic direction. This will help us get a better balance between preventative work and ensuring we have effective systems to respond to adult protection cases.

A small Executive group now oversees the strategic development of the safeguarding adults work through the Board, and will

- review performance
- make recommendations about changes that need to be made within partner agencies
- ensure that effective links are made to Local Strategic Partnerships and the Crime and Disorder Reduction Partnerships
- give guidance and direction to the local groups and champion good practice.

Within North Yorkshire, the link to the North Yorkshire Strategic Partnership is particularly important, to ensure the effective delivery of the Local Area Agreement target for 2007-2010 around improving protection for vulnerable people.

This year's report shows that we have made good progress with training and awareness, with a training event in each local area, reaching over 300 delegates, from all agencies.

Finally, can I urge you to take this report to your board or committee for discussion. The more that agencies consider how they can contribute to the protection of vulnerable adults the safer people will be. If you do need more information please contact Sally Anderson, Safeguarding Adults Co-ordinator.

Bill Hodson (Chair of the Safeguarding Adults Partnership Board)

Safeguarding Adults Partnership Board – Progress in 2006/7

Key Achievements

Partnership/ Partner organisations (Standards 1&2)

- Launch of new Safeguarding Adults Partnership Board (North Yorkshire and York), following review of Adult Protection Committee.
- Establishment of Executive Group with lead managers from City of York Council, North Yorkshire County Council, North Yorkshire Police and North Yorkshire and York Primary Care Trust
- Executive Group to oversee the strategic development of the safeguarding adults work in North Yorkshire and York, through the Safeguarding Adults Partnership Board.
- Working with the North Yorkshire Strategic Partnership (NYSP) under the Local Area Agreement 2007-2010 (LAA) to develop the delivery plan to improve protection of vulnerable adults from abuse.
- Increased strategic capacity with extension of Project Officers contract to full time, with additional investment from North Yorkshire County Council and City of York Council

Training and Awareness (Standard 5)

- Multi-agency awareness events attended by 80 delegates in Harrogate – July 2006, 60 delegates in Richmondshire – October 2006, 90 delegates in Scarborough – March 2007 and 90 delegates in York – May 2007.
- Training for Chairs of Strategy Meetings delivered in Sept 2006, further training booked for Autumn 2007.
- Development of new multi-agency Training Strategy to be adopted Autumn 2007
- Additional training commissioned to support Local Area Agreement, for delivery during 2007/8; includes cascade training for trainers, targeted training for managers and investment in training resources materials.
- Approval to appoint half-time training officer as part of LAA delivery plan

Effective procedures (Standard 9)

- Consultation on new multi-agency procedures based on Safeguarding Adults Guidance
- Flowcharts developed to assist provider organisations decision-making around referrals
- New documentation prepared as part of launch of new City of York customer database
- Development of North Yorkshire Operational Reference Group

Engaging Citizens (Standard 11)

- Presentations given to Learning Disability Partnership Boards using accessible style
- Development of process to measure outcomes from safeguarding adults' process as part of the LAA delivery.

Safeguarding Adults Partnership Board

From 30 April 2007, the City of York and North Yorkshire Adult Protection Committee (APC) changed its title to the Safeguarding Adults Partnership Board (North Yorkshire and York)

This change is the result of a review of the purpose and business of the APC, following the publication of the Association of Directors of Social Services guidance on Safeguarding Adults.

The Partnership Board aims to 'work together to safeguard and promote the welfare of adults'. Safeguarding Adults involves all work which enables adults who are most vulnerable to retain independence, well being and choice and to access their human right to live a life free from abuse or neglect.

Key areas of activity for the Board include developing and reviewing policies and procedures, training and communication.

The existing membership has been strengthened and a new Executive Group set up with senior officers from North Yorkshire County Council, City of York Council, North Yorkshire and York Primary Care Trust and North Yorkshire Police. This group will oversee the strategic development of the safeguarding adults work and will aim to:-

- ❖ Review performance on safeguarding adults and make recommendations about changes that need to be made within partner agencies
- ❖ Make recommendations about the future of safeguarding adults services
- ❖ Ensure that effective links are made to Local Strategic Partnerships and the Crime and Disorder Reduction Partnerships
- ❖ Give guidance and direction to the local groups
- ❖ Champion good practice

This Executive is committed to

- ❖ Maintaining the partnership across North Yorkshire and York
- ❖ Focusing on the core protection agenda of
'working together on the prevention, identification, investigation and treatment of the abuse of vulnerable adults'
- ❖ Working to the 'No Secrets' definitions of 'vulnerable adult' and 'abuse'
- ❖ Linking this work to the wider strategic partnership agenda for all adults

Local Safeguarding Adults Partnerships, based on the existing Local Adult Protection Groups have a wider representation and will be responsible for developing good practice, local implementation of policies and procedures and training.

Safeguarding Adults Partnership Board – Progress in 2006-7

Partnership/ Partner organisations (Standards 1&2)	
Review the vision and objectives of the Adult Protection Committee	→
Review partnership effectiveness and working arrangements	→
Review partnership membership and identify which local partnerships the APC and LAPGs need to have links with	→
Develop a 'serious case review' protocol	→
Respond to national reporting requirements	→
Conduct an audit of partner agencies capacity for adult protection to inform future strategy	↘
Training and Awareness (Standard 5)	
Support local multi-agency awareness raising events	→
Commission and deliver training for chairs of strategy meetings	→
Develop multi-agency training for managers and lead officers	→
Ensure that the training strategy is appropriately resourced	→
Effective procedures (Standard 9)	
Review and publish revised multi-agency referral and investigation procedures	→
Develop information sharing protocol	→
Engaging Citizens (Standard 11)	
Develop information for the public and service users.	→
Consider ways to involve service users and carers in all aspects of the work	→
Not started	↘
In progress	→
Completed	→

TRAINING AND AWARENESS

Achievements/Progress in 2006-2007

Awareness Raising

- **Multi-agency awareness events** attended by 80 delegates in Harrogate – July 2006, 60 delegates in Richmondshire – October 2006, 90 delegates in Scarborough – March 2007 and 90 delegates in York – May 2007.
- **Skills for Care training** delivered for social care staff on older people's, LDAF and mental health skills for care. Includes module on recognising and responding to abuse and neglect (In 2006/7 there were 300 NYCC and 69 CYC social care staff trained)
- Learning Support North Yorkshire provided a number of one-day **Protection of Vulnerable Adult** training sessions.
- City of York provided specific **training for team leaders/care leaders** attended by 55 people.
- Adult Protection Officer developed **presentations** and supported a number of **information sessions** to private providers, supporting people, voluntary organisations, registered managers and Learning Disability Partnership Boards.
- Developed pilot **Training for Managers** – Easingwold.
- A variety of **learning resources** were purchased to support training and development

Specialist

- **Training for investigators** training was delivered to both City of York and North Yorkshire care management staff, by the Ann Craft Trust. Further courses will be delivered on a rolling programme as necessary.
- Two sessions of **training for chairs of strategy meetings** were delivered by the Ann Craft Trust in September 2006. Two further sessions are planned for Autumn 2007.
- Five sessions on **Training the Trainer** were commissioned from Action on Elder Abuse, offering up to 80 places, with priority given to staff from provider organisations
- A consultant was commissioned to work with the Board on a new **training strategy**, develop training for managers and a train the trainer programme. This work will be delivered during 2007-8.
- **Making Research Count** workshops (Adult protection)

Activity 2006-7

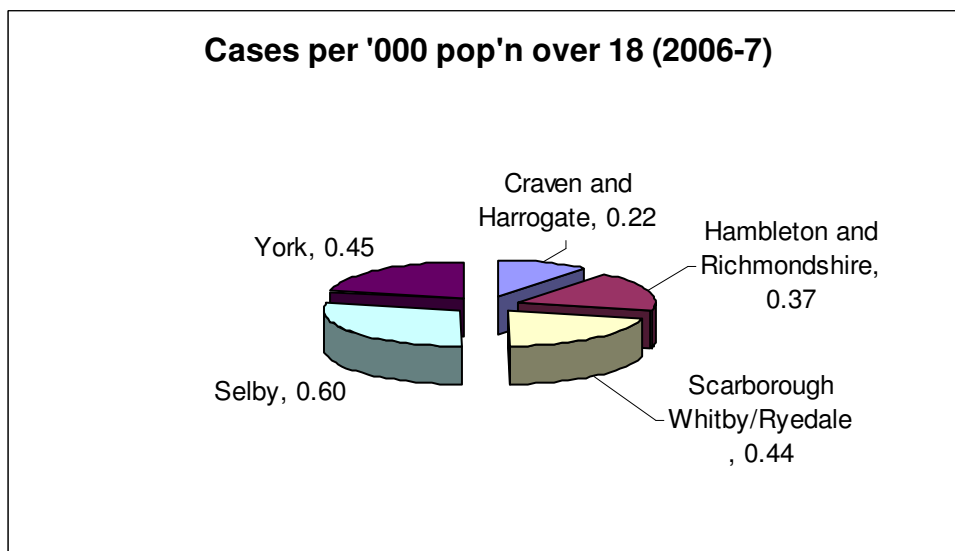
During the year 2006-2007 The records show that there have been a total of 257 cases investigated (City of York 70 and North Yorkshire 187). In the majority of cases the investigation included a multi-agency strategy meeting or case conference. Of these cases, it was shown that 90% were 'completed' during the year. (1).

This information is taken from the adult protection monitoring systems used by the City of York Adult Social Services and North Yorkshire Adult and Community Services to record the number of incidents of alleged or suspected abuse that are investigated under the adult protection procedures.

The following charts give a summary of the following information

- Number of Cases
- Type of abuse
- Client type

NUMBER OF CASES

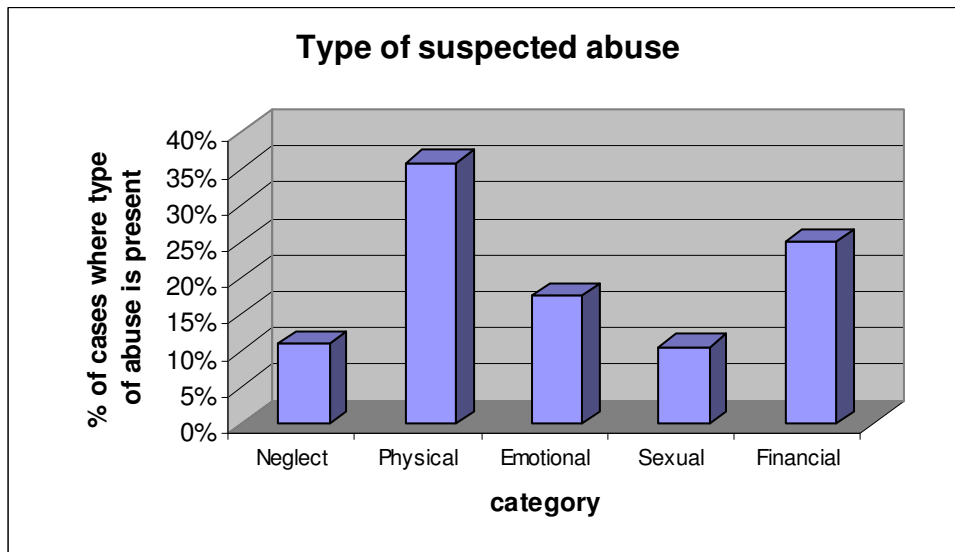


The chart above shows that the number of cases per '000 population over 18 in each Local Safeguarding Adults Group area varies from 0.22 in Craven/ Harrogate to 0.60 in Selby, with an average of 0.39. Overall, this is a relatively stable picture since 2005-6. However, there are some local variations, with Craven/ Harrogate and Hambleton/Richmondshire remaining stable while there has been a decrease in Scarborough/Whitby/Ryedale and an increase in both Selby and York.

It is expected that there will be increased activity in North Yorkshire as part of the Local Area Agreement 2007-10.

(1)The numbers of completed cases are likely to include cases where one or more of the following 'outcomes' occur – prosecution/final warning, disciplinary action against staff member, service terminated, case put on review, managed access to alleged victim arranged, CSCI taking regulatory action, management of victim's finances or a decision is taken to take no further action.

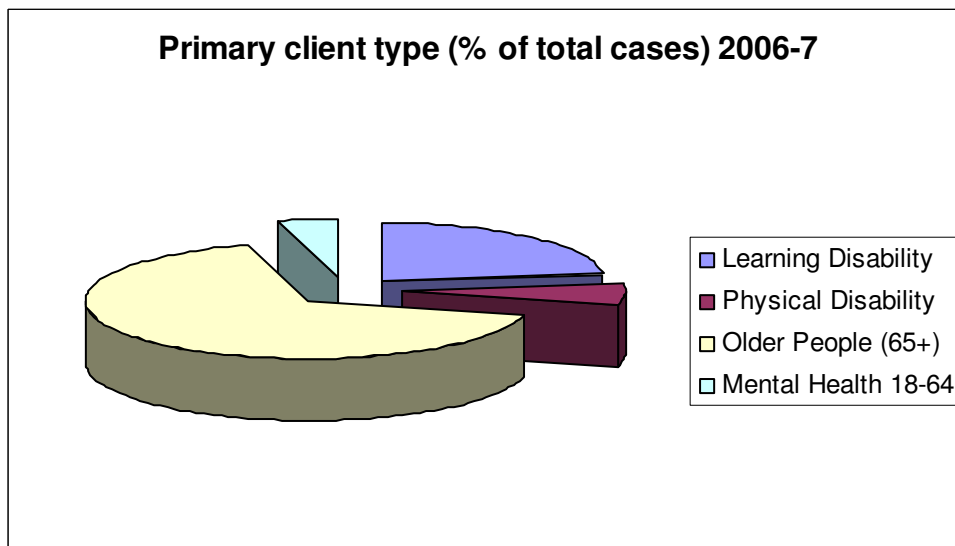
TYPE OF ABUSE



The chart above shows the proportion of cases in which different types of abuse were suspected. It is not possible to show the relative proportions of the type of abuse because the recording system recognises that more than one type of abuse can occur in each case and multiple abuse is found in many cases.

The most prevalent types of abuse for the whole period are physical and financial abuse. This is the same pattern as in previous years. Physical abuse occurs in 36% cases compared with 49% in 2005-6 and financial abuse occurs in 25% cases compared with 23% for 2005-6.

CLIENT TYPE



The majority of cases in each area affect older people aged 65 and over (including older people with mental health problems) (66%), and people with learning disabilities (23%). A very small proportion of cases affect people with physical disabilities (6%) and adults with mental health problems (4%).

Work of the Local Safeguarding Adults Groups Achievements/Progress 2006-7

During the year the Local Safeguarding Adults Groups have:-

- **Monitored and evaluated** the ways that policies, procedures and practices are working through consideration of case studies.
- **Developed skills** of the members of the groups through training sessions and invited speakers
- **Increased awareness** of local staff and volunteers of the multi-agency policy and procedures through newsletters, meetings and events.
- **Reviewed the activity monitoring figures** and considered reasons for local variations and ways of increasing the level of reporting.
- **Promoted awareness of the multi-agency policy and procedure** through local multi-agency events

Key Local issues

Each Local Group submits a quarterly report to the Safeguarding Adults Partnership Boards(SAPB), which includes issues that need consideration by the SAPB, so that there can be a co-ordinated approach across the area.

Partnership/ Partner organisations

- More direction from the APC, with a clearer framework of outcomes and performance and sharing of good practice across the partnership
- Maintain focus on the core protection agenda
- Ensure that account is taken of the implementation of the Mental Capacity Act
- Ensure effective representation from the police and the health community
- Links between adult protection work and domestic violence work

Training

- Very positive feedback for training events and investigator training
- Important to roll out regular multi-agency awareness training
- Mechanisms to cascade awareness training to more staff groups
- Use of other initiatives/networks to deliver training
- Suggest that evaluation of events is used to inform training strategy

Effective Procedures

- Guidance required on effective auditing of local policies and procedures
- Importance of multi-agency communication
- Clear mechanism required for reporting back to referring agency/referrer
- Roles and responsibilities need to be clearly understood
- Points of entry into adult protection procedure – needs to be clear

There are four Local Safeguarding Adults Groups; Craven and Harrogate, Hambleton and Richmondshire, Scarborough, Whiby, Ryedale and Selby and York

Work of the Adult Protection Officer

During the year the Adult Protection Officer has continued to support the Safeguarding Adults Partnership Board and its working groups and concentrated on the main priorities of the Partnership.

The Partnership/Partner organisations

- Establishment of Safeguarding Adults Board and support to Executive
- Administrative and professional support to the Partnership Board and Local Groups
- Presentations to Learning Disability Partnership Boards
- Supported development of NY Local Area Agreement Delivery Plan

Training and Awareness

- Development and support of multi-agency training events
- Development of training sessions for managers (North Yorkshire)
- Delivery of presentations to private providers, Supporting People provider forum, voluntary organisations and registered managers
- Advisory meetings with consultant on training strategy
- Commissioned Action on Elder Abuse training (Time for Action)
- Attended Making Research Count workshops with 'team' from CYC and NYCC

Effective Procedures

- Consultation with City of York on new customer data base
- Development of performance monitoring processes for Local Area Agreement
- Consultation on draft multi-agency safeguarding adults procedures
- Development and support to North Yorkshire operational reference group

Other activity

- Ensured accurate and timely statutory monitoring returns
- Regional networking – meeting and Regional ADASS Safeguarding Adults Conference

USE OF RESOURCES

The work of the Safeguarding Adults Partnership Board (North Yorkshire and York), is supported with financial contributions from partner agencies.

INCOME 2006/7

Partner	Amount
City of York Council	£12000
North Yorkshire Police	£5000
North Yorkshire and York PCT	£14100
North Yorkshire County Council	£18000*
TOTAL	£49100

In addition, NYCC made a one-off allocation towards enhancing the training capacity in support of the LAA Delivery Plan; including additional specialist training, training resources, Action on Elder Abuse training for trainers and training consultancy.

EXPENDITURE 2006/7

Heading	Amount
Project Officer (full time from April 2006)	£41500
Project Officer (training)	£500.00
Support to Safeguarding Adults Partnership Board	£300.00
Support to Local Groups including Multi-agency awareness events	£3000
Sub total	£45300
Uncommitted	£3800
Total	£49100

*In addition to this funding, NYCC provide support to the Project Officer (Adult Protection), including office accommodation, administrative support services and line management.

KEY PRIORITIES 2006-2009

The Partnership/ Partner organisations	
➤ Develop programme for Safeguarding Adults Partnership Executive	2007-8
➤ Review the vision and objectives of the Adult Protection Committee	2006-7
➤ Review partnership effectiveness and working arrangements	2006-7
➤ Review partnership membership and identify which local partnerships the APC and LAPGs need to have links with	2006-7
➤ Conduct an audit of partner agencies capacity for adult protection to inform future strategy	2007-9
➤ Develop action plan derived from the audit of partner agencies	2007-9
➤ Review performance on safeguarding adults and make recommendations about changes that need to be made within partner agencies	2007-9
➤ Respond to national reporting requirements	ongoing
➤ Develop a 'serious case review' protocol	2007-8
Training and Awareness	
➤ Support local multi-agency awareness raising events	ongoing
➤ Commission and deliver training for chairs of strategy meetings	2006-7
➤ Develop multi-agency training for managers and lead officers	2007-8
➤ Develop and implement Safeguarding Adults Training Strategy	2007-8
➤ Ensure that the training strategy is appropriately resourced	2007-9
Effective procedures	
➤ Review and publish revised multi-agency safeguarding adults procedures	2007-8
➤ Develop information sharing protocol	2007-8
Engaging Citizens	
➤ Develop information for the public and service users.	2007-9
➤ Consider ways to involve service users and carers in all aspects of the work	2007-9

APPENDIX ONE

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APPENDIX TWO

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