



## Notice of meeting of

### Shadow Executive

**To:** Councillors Merrett (Chair), Evans, Fraser, Horton, Kind, King, Looker, Potter and Simpson-Laing

**Date:** Wednesday, 21 February 2007

**Time:** 3.00 pm

**Venue:** The Guildhall

### AGENDA

#### 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 Shadow Executive meeting held on 7 February 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 Shadow Executive's remit can do so. The deadline for registering is Tuesday 20 February 2007, at 5.00 pm.

#### 4. **Executive Meeting on 27 February 2007 - Calling-in**

To consider the items on the agenda for the Executive meeting to be held on 27 February 2007, and to take a decision on whether to call-in any of these items.

Please note that the reports relating to these items will be published on the Council's website on 16 February 2007. The

website address is **www.york.gov.uk** Copies of the Executive agenda and reports are also available for viewing at public libraries in York and can be obtained by telephoning Democracy Support Group on York (01904) 551088.

**5. Waste Review**

To receive a briefing from the Director of Neighbourhood Services and the Assistant Director (Environment) on the internal Waste Review.

**6. Future Social Care Challenges (Pages 7 - 14)**

To receive a briefing report from the Director of Housing & Adult Social Services on the key challenges facing adult social care in the next few years.

**7. Any Other Matters which the Chair decides are urgent under the Local Government Act 1972.**

Democracy Officer:

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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.

City of York Council

Committee Minutes

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MEETING	SHADOW EXECUTIVE
DATE	7 FEBRUARY 2007
PRESENT	COUNCILLORS MERRETT (CHAIR), FRASER, HORTON, KING, POTTER AND SIMPSON-LAING (EXCEPT FOR EXECUTIVE ITEM 7)
APOLOGIES	COUNCILLORS EVANS, KIND AND LOOKER

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**153. 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.

No interests were declared.

**154. EXCLUSION OF PRESS AND PUBLIC**

RESOLVED: That the press and public be excluded from the meeting during consideration of Annex B to Executive item 9 (Amber House and Workshop, Galmanhoe Lane – Freehold Disposal) (minute 162 refers), on the grounds that it contained information relating to the financial or business affairs of particular persons, which was classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006.

**155. MINUTES**

RESOLVED: That the minutes of the meeting of the Shadow Executive held on 24 January 2007 be approved and signed by the Chair as a correct record.

**156. PUBLIC PARTICIPATION**

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

**157. EXECUTIVE MINUTES**

The Shadow Executive made the following comments on the minutes of the Executive meeting held on 30 January 2007, at page 1 of the papers circulated for the Executive meeting to be held on 13 February 2007:

*The Shadow Executive:*

- *With regards the fourth paragraph of minute 150 (Ward Committee Budgets), express the view that the way this issue was raised was a completely inappropriate and improper way of handling the alleged complaint, when there are proper Council procedures in place for handling complaints and given that the ward members had not been advised of the alleged complaint.*

#### **158. EXECUTIVE FORWARD PLAN**

The Shadow Executive made the following comments on the Forward Plan at page 7 of the papers circulated for the Executive meeting to be held on 13 February 2007:

*The Shadow Executive:*

- *Note that there are a large number of items scheduled for the Executive meeting on 27 February 2007 and hope that adjustments can be made to ensure that this is a manageable agenda.*
- *May require Officer attendance at the relevant Shadow Executive meeting/s in respect of the following items (current Executive dates in brackets):*
  - *Efficiency Programme, including Strategic Procurement Programme (27/2)*
  - *Thin Client/Competition Strategy (27/2)*
  - *Future of Connexions Service (27/2)*
  - *York Central/British Sugar Area Action Plan (27/2)*
  - *Acomb Library/Learning Centre (27/2)*
  - *Corporate Asset Management Plan (13/3)*
  - *Admin Accommodation Project Update Report (13/3)*
  - *Neighbourhood Services Restructure (13/3)*
  - *Information Governance Strategy (10/4)*

#### **159. LEEDS CITY REGION LEADERS' BOARD**

The Shadow Executive considered a report which was listed as item 6 on the agenda for the Executive meeting on 13 February, at page 9. The report presented proposals for the establishment of a Joint Committee, to be known as the Leeds City Region Leaders' Board, which would enable the Council to play an active part in the development of the City Region agenda.

Having discussed the issues set out in the report, the following comments were agreed:

*The Shadow Executive:*

- *Raise issues regarding accountability arrangements for the Board and wish to be assured that meetings will be held in public, subject to the usual local government rules relating to confidential information, and that the agenda and minutes will be published and made publicly available.*
- *Request that, wherever possible, key issues coming up should previously be brought through the Council's democratic process.*

- *Express the view that it would be more sensible if the first meeting was held after the May elections, so the Board could start off with up to date membership for all local authorities.*

RESOLVED: (i) That the Executive be asked to take the above comments into account when considering this item.

(ii) That the item not be called in.

**160. RESPONSE TO THE RECOMMENDATIONS OF THE CONFIDENTIALITY AND TRANSPARENCY SCRUTINY PANEL**

The Shadow Executive considered a report which was listed as item 7 on the agenda for the Executive meeting on 13 February, at page 21. The report presented an evaluation of the resource and policy implications of the recommendations contained in the final report of the Confidentiality and Transparency Scrutiny Panel, which was brought to the Executive on 17 February 2006.

Having discussed the issues set out in the report, the following comments were agreed:

*The Shadow Executive:*

- *Reiterate their previous comment that the Scrutiny Panel strayed from its remit.*
- *With regards to recommendation 3g), disagree with the officer comments and highlight the need for a decent amount of information on Section 106 Agreement funds to be made available to the appropriate planning committee meetings, including information on individual Section 106 Agreements relating to amounts received and spent, what funds have been spent on and the expiry dates after which funds would be lost.*
- *With regards to recommendation 5e), highlight the need for a suitable design advocate to be available internally, as this is currently lacking.*
- *With regards to recommendation 7g), recognise that a genuine issue is raised here that is not answered adequately by the officer comment, highlight the need for better handling of the reasons behind density assumptions in development briefs to avoid the figure being taken by the developers as the minimum density to achieve, and suggest that development briefs should set down a range in which the density should fall and the assumptions for these.*
- *With regards to recommendation 7h), recognise that it is not always obvious to the public that liaison panels exist and highlight the need for appropriate publicity.*
- *With regards to recommendation 7i), express concern that this implies that enforcement officers will be attending all planning meetings, which would reduce the staffing resources available for enforcement work.*

RESOLVED: (i) That the Executive be asked to take the above comments into account when considering this item.

- (ii) That the item not be called in.

**161. 2ND ANNUAL PROGRESS REPORT: IMPLEMENTATION OF RECOMMENDATIONS FROM THE EXECUTIVE FOLLOWING THE FINAL REPORT OF THE FLOOD SCRUTINY PANEL 2004**

The Shadow Executive considered a report which was listed as item 8 on the agenda for the Executive meeting on 13 February, at page 37. The report detailed progress on the implementation of recommendations agreed in September 2004 in regard to flood prevention work and asked Members to decide whether they wished to receive future annual updates in September/October each year.

Having discussed the issues set out in the report, the following comments were agreed:

*The Shadow Executive:*

- *Note this report.*

RESOLVED: (i) That the Executive be asked to take the above comments into account when considering this item.

- (ii) That the item not be called in.

**162. AMBER HOUSE & WORKSHOP, GALMANHOE LANE - FREEHOLD DISPOSAL**

The Shadow Executive considered a report which was listed as item 9 on the agenda for the Executive meeting on 13 February, at page 51. The report sought approval for the freehold disposal of Amber House and workshop, Galmanhoe Lane, York.

Having discussed the issues set out in the report, the following comments were agreed:

*The Shadow Executive:*

- *Note this report and that the plan appears to be incomplete as it shows the grounds to Amber House, but not Amber House itself.*

RESOLVED: (i) That the Executive be asked to take the above comments into account when considering this item.

- (ii) That the item not be called in.

**163. PARK & RIDE PROVISION ON THE A59 AND WIGGINTON ROAD**

The Shadow Executive received a presentation from the Assistant Director (City Development & Transport), the Head of Transport Planning and the City Strategy Capital Programme Manager on Park & Ride provision on the A59 and Wigginton Road.

The presentation began by outlining the purpose of Park & Ride and its benefits to city, the reasons for its success and customer feedback on the

service. It then discussed how the service might be developed in the future, including by increasing capacity at existing sites, developing new sites to serve the A59, Wigginton Road and other routes, improving facilities at the sites and in the city centre, and introducing bus priority. It concluded by examining funding options and timescales for delivering improvements.

A representative of Bus Users UK attended the meeting to contribute to the discussion on these issues.

Members requested that a copy of the letter from the Department of Transport (DfT) explaining why the City Region's pump priming bid to the Transport Innovation Fund (TIF) had failed be circulated to them.

Members recorded their thanks to officers for the presentation and to the user group representative for attending the meeting.

RESOLVED: That the presentation be noted.

D M Merrett, Chair

[The meeting started at 3.00 pm and finished at 4.40 pm].

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## Meeting of the Shadow Executive

21<sup>st</sup> February 2007

Report of the Director of Housing and Adult Social Services

### Future Social Care Challenges

#### Purpose of Report

1. To advise the Shadow Executive of the key challenges facing adult social care in the next few years.

#### Background and Context

2. Some of the key contextual issues nationally and locally are:

- a) **The White Paper – Our Health, Our Care Our Say**

An outline implementation document has been published by the Department of Health which gives key milestones for some of the initiatives promised by the White Paper. Our service plans for 2007-10 will need to anticipate these changes and move in the direction set out in the White Paper e.g. more work is being done to promote direct payments and to develop individualised budgets for self directed support (the 'In Control' project for people with a learning disability) whereby people directly manage the money for their care costs.

The White Paper has also confirmed the shift to achieving outcomes for adults – broad concepts that focus on basic aims that all people want to achieve e.g. choice and control over the way they live, freedom from harassment, economic well being and dignity. This presents a challenge to how services are provided and how community support networks function.

- b) **Health Improvement and the Local Area Agreement**

Increasing importance is being given to tackling the social, economic and lifestyle issues that affect the demand on health and social care services. The ban on smoking in public places in 2007 and the rising concerns about obesity and diabetes are examples of this. Without changes to some of these factors the demands will become unworkable in terms of the finance and staffing required. The Local Area Agreement offers an opportunity to bring all the key statutory and voluntary partners together to work on joint objectives and programmes.

- c) **Increasing demand for services and the need for long term commissioning decisions**

The work on the long term needs of older people in York and the

gap analysis (i.e. what needs to be put in place to meet those needs) was presented to the January HASS EMAP meeting. This will be key to determining some of our long term commissioning decisions and we will want to work on this in partnership with the PCT, care providers and customers/carers.

This has set out the growth in the number of people over 85 ( from 3,700 to 6,000 by 2020) and the potential impact on services (e.g. 700 more people with dementia). If services remain as they are it would cost over £7m more to provide care in the current way. That is why the next step will be to look at alternative means of supporting people in the community. York is not alone in facing this challenge but we will need to agree solutions that meet our local situation. Alternative forms of extra care housing, possibly through private sector partners, is likely to be key as well as the use of assistive technology in the home.

Work is also well underway on a commissioning strategy for people with a learning disability. There are significant demographic issues here as well with a clear trend for customers in transition from children's services having increasingly complex support needs. The number of 'transitions' customers is expected to increase by 70% by 2010. This will encompass a 55% increase in customers with complex support needs. There are currently approximately 70 customers in transitions, half of whom have complex support needs. There is also an aging population of both customers and carers which presents a different range of issues but cumulatively also adds to the number of people remaining in need of services.

Ongoing budget pressures means that decisive action will need to be taken to ensure that the council is able to meet future needs *and* to operate within a balanced budget. This means being clear about priorities and targeting services at those people in most need.

**d) Changes to Mental Health legislation**

The Mental Capacity Act is due to come into effect in April 2007 and has significant implications on the council's statutory duties. More comprehensive changes are proposed for the Mental Health Act including controversial measures about compulsory treatment – although these have been subject to opposition in the House of Lords

**e) The need to continue the momentum to modernise and improve services for customers**

The extensive work done in 2006 to reconfigure home care services arose from the need to improve efficiency and sharpen the focus of services. A major piece of work is underway to modernise day care for people with disabilities to build on the success of previous projects e.g. the re-provision of Hebden Rise. This is being linked to the opportunity to enable people to take more control of their care by determining their own care package and having the money to purchase it (see 2a) above).

**f) The introduction of improved IT systems to enable the council to meet statutory requirements and improve efficiency**

The first phase of the implementation of the new social care system, Frameworki, is due to take place in July 2007 with 2 further phases until completion in Summer 2008. This is the biggest project in the department and will have very significant impacts on staff time in the run up to July. The departmental management team have identified the benefits that need to be realised by this investment and there will be a major programme of staff training to prepare people for the new ways of working.

**g) The creation of the North Yorkshire and York Primary Care Trust**

The new senior management team is being assembled but some key appointments have not yet been made e.g. the Director of Public Health. The financial position remains critical and there needs to be more clarity about the local accountability structures for York and the impact of changes on our key partnerships (especially mental health and learning disabilities).

**Issues and Mechanisms**

3. More detail will soon be available in the HASS service plans for 2007-10 which will be presented to the March HASS EMAP but I have picked out the following themes in terms of how the council should tackle the key social care issues facing York in the next 15-20 years:

**a) A corporate approach**

The statutory post of Director of Adult Social Services (fulfilled in York through the post of Director of HASS) has a parallel role to the other statutory post Director of Children's Services – but is less well developed. It is based on the recognition that the health and well being of adults is not primarily determined by health and social care services but by broader issues such as quality of housing, safe neighbourhoods, good transport systems, education and training, employment, air quality etc.

Progress has been made on corporate planning in 2006 and a number of the improvement statements reflect the need to plan across departments to achieve broader community outcomes. This approach needs to be supported and strengthened.

**b) A community based approach**

The concept of community is less well developed for health and social care than it is for safety, housing or physical improvements to neighbourhoods. We need to do more to work in some local communities where there are isolated, vulnerable people or a lack of community infrastructure to engage local people in what they can do. The long term commissioning work on the needs of older people will enable us to present information on needs within wards and to concentrate efforts on those where inequalities are most

evident.

**c) A commissioning approach**

The recent work on the long term strategy for older people has demonstrated the need to understand the challenges ahead so that we can begin to plan for them now. This also raises fundamental issues about the need for new approaches to service provision as the current framework is not sustainable in the longer term. By defining outcomes that need to be achieved we can be more confident about specifying what services are required and which organisations are best placed to deliver them.

However, it has also highlighted the challenge of carrying out this analysis in a small authority. Even with support from the Department of Health and Oxford Brookes University it has taken about 18 months to pull together the key data into a coherent picture. Some good work (on a much smaller scale) is also being done for the needs of people with a learning disability but there are not sufficient staff resources to extend this approach to other areas e.g. physical and sensory disabilities, mental health.

**d) A partnership based approach**

Much will depend on the effectiveness of our partnerships with the NHS and although the latest restructuring has been predicated on a clear separation between commissioners (the Primary Care Trust) and providers (e.g. York Hospitals Trust) we have made it clear that the council wants to plan in partnership with both as part of the whole health and social care system.

Integration is sometimes the key to success and that has been true in mental health and learning disability services. However, more progress needs to be made in terms of work with primary care staff working in the community and in the areas of older people and people with long term health conditions and disabilities. More integration may be appropriate in these areas to achieve better outcomes and greater efficiencies.

There is also a need to strengthen the relationship with the key private providers who have expressed an interest in having more involvement in shaping the future direction for services so that they can adapt their businesses accordingly.

Voluntary sector partners have a vital role to play but there is a need to look across services at what role they fulfil at a community level given the increasingly corporate approach the council is taking to issues such as health improvement and community sustainability in the broader, social sense.

The Local Area Agreement can be the vehicle for delivering much of this partnership agenda as it focuses on high level objectives.

**e) A preventative approach**

We need to get the balance right between intensive services for people with complex and long term needs and the benefits of investing in services or community infrastructure that can reduce or

delay the need for intensive services. The council is likely to have to prioritise its support to people with substantial care needs but there is a role for other organisations to be commissioned to provide more social support and advice.

Our partnerships need to look at improvements to health and care systems that can prevent breakdowns in care. The new Promoting Independence Team (PIT) in home care is focussed on care plans that will enable some people to manage without long term care. We believe that more can be done in collaboration with primary care colleagues to support vulnerable people and carers to remain independent as well as looking at safety in the broadest sense e.g. preventing falls in the home, smoke detectors etc.

**f) An inclusive approach**

York is changing. People from ethnic minorities are beginning to form a more substantial proportion of the population which will in time increase the demand for culturally sensitive services. We need to be preparing for that by talking with community representatives about future needs. Equally we need to be championing the cause of people with disabilities to take a full part in the life of the city. The move to more individualised budgets is likely to enable people to access community facilities more easily and to raise expectations about their quality of life. The council needs to be ready to respond to that positively. One concept that has been discussed at the Social Inclusion Working Group is a Centre for Independent Living which could include being a venue for social contact as well as place where people can get advice, support and some services. This concept would be of a user led and independent centre rather than a council service.

**g) A caring approach**

Quality of care needs to be at the forefront of our work but is not always easy to reflect in the way we report on performance. We need to engage with customers and carers about the future shape of social services and enable them to comment on and influence the way care is provided. In particular we need to do more to recognise the role that informal carers fulfil and develop the support they need to continue in their caring role. Important steps have been taken in the last 12 months to involve carers and develop new services but more could be done in partnership with the PCT and the voluntary sector in terms of advice, practical help and support.

## **Consultation**

4. The long term commissioning strategy was formulated with the input of key stakeholders. This report is to brief the Shadow Executive and has not been the subject of any consultation.

## **Options**

5. This briefing is for information at this stage.

## **Corporate Priorities**

6. The strongest link is 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.”

## **Implications**

### **Financial**

7. None arising specifically from this report.

8. **Other Implications**

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

There are 2 principal issues relating to staff:

- Recruitment and retention of key staff and especially those involved in providing direct care. York is a competitive labour market and we need to be able to promote social care as a job and a career.
- Training and development – in working with more complex customers and in community settings we need to continue to invest in increasing the skills of staff and to support a culture of continued professional development and obtaining relevant and necessary qualifications.

### **Equalities**

See 3 f) above.

### **Legal**

There are no immediate implications to report.

### **Crime and Disorder**

There are no immediate implications to report.

### **Information Technology (IT)**

See 2 f) above.

### **Property**

There are no immediate implications to report.

### **Other**

None

## **Risk Management**

9. This report focuses on high level issues that the Shadow Executive should be aware of in the future and therefore does not analyse more detailed risks that would be dealt with through service planning.

**Recommendation**

- 10. That the Shadow Executive notes and comments on the content of this briefing.

Reason : So that the Shadow Executive is briefed on the key challenges facing adult social care in the next few years.

**Author:**

Bill Hodson  
Director of Housing and Adult  
Social Services  
Tel. 554001.

**Chief Officer Responsible for the report:**

Bill Hodson  
Director

**Report Approved**

**Date** 12/2/07

**Specialist Implications Officer(s)**

None

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

**All**

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

**Background Papers:** None

**Annexes:** None

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