NORTH YORKSHIRE COUNTY COUNCIL

CARE AND INDEPENDENCE OVERVIEW AND SCRUTINY COMMITTEE

11 February 2010

Monitoring of Older People's Strategy

Joint Report of the Chairman of the Care and Independence Overview and Scrutiny Committee and the Older People's Strategy Task Group

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1.0   Purpose of this report

1.1   To report on the assessment of how for the years 2008/09 North Yorkshire County Council engaged with older people as envisaged by the strategy affecting people 50 and over, adopted in October 2006 – Our Future Lives 2006-11.

1.2   Subject to your agreement this will form the basis of a report to the Executive on 2 March 2010.

2.0   Background

2.1   The County Council revised its Older People's Strategy "Our Future Lives" as an overarching corporate strategy in 2006. The thinking was that a genuinely corporate approach is needed, as issues for older people cut across all service areas and getting it right for older people also means getting it right for most people in our communities e.g. access, safety, health, well being and independence.

2.2   The Strategy developed corporate linkages to agendas, plans and service developments that impact on older people by all directorates, and identified action and services that support older people.

2.3   Monitoring of the Strategy is overseen by the Care and Independence Overview and Scrutiny Committee, with involvement from older people's groups. Member leadership and older people's involvement has been retained by an extended Members' Task Group which includes elected members, North Yorkshire Councillor Older People's Champions, North Yorkshire Forum for Older Persons, Age Concern North Yorkshire and some independent older people. The Chair is County Councillor Melva Steckles. A list of all those who have been part of this group is attached as Appendix 1.

2.4   For the second year, the focus has been on two specific commitments in the Strategy - Communication and Consultation with Older People and Considering Older People's Needs and Contribution in Policy and Strategy Making.—ie how well the council's directorates engage with and involve older people in their work and planning.

3.0   Engagement and Older People

3.1   There are many benefits of involving older people in improving services especially in a council with high numbers of older people. These include;

- Public understanding and confidence in how decisions are arrived at and carried out.

- Having responsive policies and services shaped by wider public views.

- Making the commissioners and providers of services more accountable, thereby increasing acceptability, confidence and trust.

- Avoiding unforeseen negative impacts on day to day lives and costly errors in service.

3.2   Added to this, from April 2009 all councils have to comply with a new statutory duty to 'inform, consult and involve' people if we plan to make changes to our services. The duty can be found in section 138 of the Local Government and Public Involvement in Health Act 2008.

4.0   Definition of Engagement and Method Chosen

4.1   The ladder of engagement in the corporate Engagement Strategy was modified from last year and is attached at Appendix 2. The five steps are characterised as being 'no voice through to loud voice', ie informing through to empowerment, and were used in this assessment process.

4.2   The key tool used to deliver on the aims of the Strategy and to measure progress is the Matrix/Action Plan; a document which will be familiar to Executive Members from last year. It shows progress on objectives and plans for, from all directorates. When directorates completed the matrix, they were asked to report progress but also how older people have been engaged and its impact. This detailed evidence can be found at www.northyorks.gov.uk/services for older people.

4.3   Using the ladder and a series of questions, members of the task group interviewed officers from each main service area about their approach to engaging older people in their work. It was acknowledged that different pieces of work would require different methods and maybe more than one. For example, complex projects may first require information giving, then seeking feedback (consultation), then recruiting people to a steering group who represent communities of interest(collaborating) or in some cases placing decision making with the people themselves (empowering).

4.4   The task group divided up for this task and in the event there was little crossover between the groups which led to a diversity of reporting on their findings which are summarised at Appendix 3 (incomplete), and individual reports on each directorate are attached at Appendix 4 - 7.

4.5   Below is summarised examples of what was seen to be done well, then lessons learned ie things we need to do better, and a proposal for supporting this to happen next year.

5.0   Things NYCC Did Well

5.1   During the course of its work the Group came across many examples of what it considered to be good practice, the following are but a few.

5.2 Older People's Strategy Group – we make no apologies for being proud of how the Scrutiny Committee has supported this Group in its work. Three years on from helping devise the Strategy, that group continues to operate within scrutiny. Some of the ways we operate, detailed below demonstrate what we believe to be good practice.

- Understanding the language. A commitment was given to training the representatives on the method the Council uses to assess performance and engagement.

- Clear terms of engagement and terms of reference.

- Equal access to information and evidence.

- Officer support throughout the exercise.

- Independence – the right to evaluate and have conclusions documented.

- The opportunity to access decision makers and influence opinion.

5.3 Older people were directly involved in Touch in Ryedale to establish yoga classes for blind and partially sighted people.

5.4 **MEND:** It is a healthy eating programme for families, national - funding through PCT (North Yorkshire and York) to target young people between the ages of seven to thirteen and their families – 10 week 20 session programme of healthy eating, exercise and fun – open to grandparents as well as parents.

5.5 Critical Friends' – Easingwold Extra Care. This was seen as an excellent example of how 'respected community advocates' fulfil the role of trusted links between tenants and managers to improve the service. This had shown some empowerment for tenants as things had been changed, but was an excellent example of collaboration.

5.6 Older people are a key beneficiary group of the Harrogate Library Community Libraries project which focuses on active citizenship and participation, with opportunities for involvement in decision-making and for volunteering. The Partnership Board that is helping to develop the project includes representatives from Harrogate & District Older People's Forum and Age Concern and has links with Harrogate Older People's Reference Group. Consultation on services to be provided by the project continues and is planned with the key target groups in mind, and the local population will be participating in the selection of the contractor providing shelving, furniture and equipment Public consultation including a number of sessions held in supermarkets during weekdays to ensure people over retirement age were consulted.

5.7 Trading Standards is always in attendance at information events and provides a good, if limited service for electric blanket testing. Engagement has had an impact in terms of protecting the public. Evidence can be seen in statistics for reduction in preventing re-victimisation a reduction in doorstep crime, surveys on no cold call zones.

5.8 As a result of consultation some changes have been made to the older drivers' course and changes to the production of bus timetables.

6.0   Things NYCC Could Do Better

6.1   The overall conclusions were that there was some evidence of the full spectrum of engagement, and recognition that there is need for a customising of this activity to suit different phases of work or plans, even within one scheme.

6.2   However, whilst engagement is more evident than last year plans to engage are often not well evidenced in project plans or service development or proposed service changes. Some services lead to increased independence and are therefore empowering – but the process of engaging people in the development is less inclusive or still lacking altogether.

6.3   Evidence of the <u>difference</u> consultation and engagement with older people made, is better than last year but not consistent within and between directorates. Furthermore, we could not discern a systematic means of assessing the impact of engagement and capturing best practice so that its positive features can be employed elsewhere. Perhaps this is why although there is a clear aspiration to it being the norm, our assessment led us to conclude good practice still tends to be restricted to one-off projects and special schemes.

6.4   In future we would expect to see more evidence of how and when usually excluded groups, have been engaged in planning, design, evaluation or feedback or decision making. This would fit with the work on the equalities framework.

7.0   Conclusions

7.1   In 2006, the major concern we expressed, was the lack of user engagement before directorates take key decisions affecting older people, hence the changed focus for scrutiny and monitoring to focus on 'engagement' over the last two years.

7.2   Where processes have been put in place to listen to older people, they are most effective in terms of engagement when they are characterised by strong leadership support.

7.3   We still need to promote the wider benefits of engagement with older people. Not all directorates appear to be making the connection that engaging with older people or their representative groups can play a crucial role in promoting well being and preventing the onset of social isolation and physical and mental deterioration but also it can help avoid costly mistakes based on possibly false assumptions or misinformation. Added to this, there is now a 'duty to involve'.

7.4   We should still aim to document the cost effectiveness of engagement. Sometimes it is possible to put a financial figure on how much it saves the council.

7.5   The assessment process was difficult for some participants when the outcomes of the service delivery, were different from whether there had been effective engagement in the process, timing, planning, design or delivery of a service. If a similar process is to be repeated next year, then we need to have more cross-representation between the sub groups.

8.0   Looking Ahead

8.1   Next year the group proposes that its scrutiny focus will once more be on the degree and results of effective engagement, as there is still more work to do.

8.2   We will look for evidence again that the examples of good practice we have described have become the norm.

8.3   The task group's way of operating would include more crossover of membership between the sub groups to provide some 'moderation' of approach across all directorates.

8.4   It is proposed that to support directorates more however, that the process should start before service plans are finalised in 2010. Task group members could then meet with directorates at that point to prompt questions and answers about the proposed methods and processes for involving older people in the work to be done over the coming year. They will also be able to suggest ways in which the older people and older people's forums might be of use and also what expertise can be tapped into.

8.5   With a view to the Single Equality Scheme requirements too, we would aim to look for evidence or prompt discussion of how it is intended to engage usually excluded or seldom heard older people, in next year's work by directorates.

9.0   Recommendations

9.1   The Committee is invited to approve this report and agree it be submitted to the NYCC Executive.

Cllr. MELVA STECKLES   Cllr.TONY HALL
Chairman   Chairman
Older People's Strategy Task Group   Care and Independence Overview
                                              and Scrutiny Committee

County Hall
NORTHALLERTON
January 2010

Background Documents:
Our Future Lives 2006-11: NYCC policy for People 50+
Progress on council initiatives that affect people 50+:
www.northyorks.gov.uk/servicesforolderpeople

OLDER PEOPLES' STRATEGY

TASK GROUP MEMBERS AND PARTICIPANTS

Care and Independence Overview and Scrutiny Committee Members

Melva Steckles
Shelagh Marshall
Brian Marshall
Peter Popple
Peter Blackburn
Bridget Hardy

North Yorkshire Forum for Older People

Jean East
Micky Johnson
John Dickinson
Paul Fisher (Age Concern)
David Trusson (NYSP Older Peoples' Partnership Board0
Sue Mann
Barbara Smith
Gina Kirby

OFFICERS

Norma Sutton
Ray Busby
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Hugh Williamson
Michael Hunt
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Emma Hubert
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Gill Garbutt
Colin Parkin
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Proposed framework for 2009   **Appendix 2**
What is the community engagement 'ladder of participation'?
The 'ladder of participation' model is one way of describing the different levels of involvement.

- **Informing:** providing communities with balanced and objective information to assist them in understanding problems, alternatives, opportunities, solutions. For example, websites, newsletters and press releases.

  No Voice

- **Consulting:** obtaining community feedback on analysis, alternatives and / or decisions. For example, surveys, door knocking, citizens' panels, focus groups.

  Quiet voice

- **Involving:** working directly with communities to ensure that concerns and aspirations are consistently understood and considered. For example, Partnership Boards, Reference Groups, service-users participating in policy groups.

  Audible voice

- **Collaborating:** working in partnership with communities in each aspect of the decision, including the development of alternatives and the identification of the preferred solution.

  Active voice

- **Empowering:** placing decision-making in the hands of the community, for example Esk Moors Caring.

  Loud voice

Questions to ask of Directorates for each piece of evidence in the Our Future Lives matrix:

1. What were the objectives of the community engagement for each activity you have recorded in the matrix?

2. Does the evidence matrix tell us how you did it, and if not, how did you do it? (Refer to steps on ladder of participation)

3. Were older people included?

4. What difference did it make to the activity, plan, service etc?

5. What difference did engaging older people make to the older people who participated or to the older people who received the council service described?

Norma Sutton/ Shanna Carrell 8/4/09

Assessment of Directorates

The summary of our assessment of the degree of engagement by each Directorate is as follows:

Directorates	Matrix rating 2007/08	Matrix rating 2008/09	Comments
Adult and Community Services **Adult Social Care**	A range of scores across the Ladder of Participation. Over half the projects falling into the D category, i.e. 'Involving'. A number of instances in the Empowerment category.	1 scheme Empowering 7 Collaborating 3 Involving 2 Consulting 2/3 were at collaborating level.	This year, more evidence of collaboration but some big projects appeared to be more "consulting and informing" eg Extra Care and Telecare, (although the services delivered in themselves are often empowering for individuals.)
Chief Executives Group	By far the majority falling within the B category, i.e. 'Communicating'. The Group accepted however this was largely inevitable because of the nature of the projects identified.	Clearer picture of involvement as a result of improved presentation of evidence. Range of activity and scale of involvement and engagement. Most pleasing aspect was the commitment at leadership/strategic level that opening up the Directorates to this type of scrutiny is vital, if the message about engagement is to gain its high priority across work done by North Yorkshire County Council. We are not aware of other councils undertaking this exercise	Opportunity to look at wider directorate activity for example emergency planning in conjunction with a number of other partners such as Police, Fire, Central Government and Health - commitment to engage with the public or older people must come from all partners

Directorates	Matrix rating 2007/08	Matrix rating 2008/09	Comments
Business and Environmental Services	Less of a spread of scores, with again pleasingly the vast majority of projects being classified within the D category, i.e. 'Involving'.	To be completed	
Adult Learning Services	A reasonable range of scores but exactly half falling within the B category, 'Communicating'. Members will note references to Adult Learning Services and the important role of courses in some of the feedback documents in the appendix.	There is a range of evidence of engagement covering the full range in the hierarchy of engagement ranging from Informing, through consulting, involving, collaborating to empowerment.	There are plans to extend Learner Forums across the county and this should be a major contributor to the consistency of this engagement.
Adult and Community Services **Libraries &Information services** **(LIS)**	A key interest area for the Group and one which the Group found difficult to assess. Scores fell within the B, 'Communicating' category. Unclear how consultation results are being used and how practice changes as a result.	Sub group rated many examples as empowerment. Full range of engagement techniques shown and recognised as appropriate to each type of activity	Much evidence of LIS providing access to information and advice by use of their premises, equipment, books, DVDs and now being used by many organisations.
Finance and Central Services	Difficult for this Directorate to outline activity. Perhaps unsurprisingly in the limited projects identified they fell within the 'Informing' category.		

Our Future Lives Task Group.

Report re Involving Older People
Chief Executives Group.
It is encouraging that the reason this exercise is taking place is that the CEG feel that opening up the Directorates to this type of scrutiny is vital, if the message about engagement is to gain its high priority across work done by North Yorkshire County Council. We are not aware of other councils undertaking this exercise.

For CEG engagement with not just Older People but all the public, is work in progress. A group has been set up to enable all departments to work together to push forward this agenda as part of its duty to involve.

This group hopefully will push forward best practice and will collaborate with some of the people it wishes to involve to check that corporate engagement is progressing along the ladder of participation.

The Scrutiny function of CEG is and has been involved in the setting up of this exercise and along with Adult and Community Services is responsible for progress to date. The Older Persons Partnership Board and support for North Yorkshire Older Persons Forum is further evidence of the commitment to engagement.

CEG has also been responsible for access to services and the One Stop Shop concept for partner organisations to join in has been lead by the directorate as has the Telephone Service centre which operates a no wrong door approach for customers. We asked how the Directorate know they have got it right and they are to undertake research into this question shortly. We are unsure how much involvement older people had when the One Stop Shop and Telephone Service Centre were set up and we hope that they will be involved in feedback.

We did not discuss the NYCC website. An older persons or fifty plus section on the website would be welcome.

Summary
Overall we are pleased with the lead being given and the commitment to improving engagement across all directorates. We would say there is work to do as success for CEG will be measured by what all Directorates are

doing. If we have to give a measure than it is somewhere between involving and consulting at this time.

Human Resources

How this department could engage with older people is at first difficult to see. However 16% of the work force are over 55. The department complies with all legislation relating to older people. Age is not a factor in recruitment, flexible working is looked on positively, it runs retirement seminars and working past normal retirement age is permitted.

In terms of engaging older people it perhaps falls down as it has not done a staff survey this year. Retirement seminars are for the over sixties and we feel that seminars for the over fifties would enable people to make choices, be informed earlier. We are pleased to see equality groups being set up for employees who are interested in issues such as age/ disability to get involved. We are not aware of any policies to encourage the recruitment of older people but there are no policies in place to discourage employment of older people.

Summary

Opportunities to involve the public and in particular older people are limited. Internally we would put the department at the Informing level.

Legal and Democratic Services

This service organises meetings such as scrutiny committees, area meetings, school admission hearings and appeals. It also organises elected member induction and county council elections. The team are keen to generate more public participation. Our experience of Area Committees in particular has not been positive in terms of encouraging public participation and we suggested that involvement with older persons groups and other networks representing the public of all ages would help getting feedback on ways to make the meetings more welcoming and encourage public involvement. We also suggested that using some of these groups as volunteer mystery shoppers might have applications across many of the council directorates and activities were public interface takes place. Older people could be involved in Chairmen training and better /more

focused advertising could gain volunteers for some of the appeals/ school admission panels.

Summary

Over all the department appeared more than willing to involve older people but had not yet started on the road to engagement.

Finance

We have not yet been able to interview the department but acknowledge that engaging the public would have limited application across the majority of the work they undertake. There is perhaps an opportunity with emergency planning but we feel that the emergency planning will be done in conjunction with a number of other partners such as Police, Fire, Central Government and Health and the commitment to engage with the public or older people must come from all partners.

We cannot score this department

Our Future Lives:
Scrutiny of how well Adult Social Care engaged with older people 2008/09.

Sub group –Meeting 1 : 21/8/09: John Dickinson Whitby OP Forum, Barbara Smith, Craven OP Forum, with Michael Hunt, Ian Spicer and Norma Sutton as officers. Naomi Garbutt as observer.

Meeting 2: Cllr. Melva Steckles, Cllr. Peter Popple and Pete Blackburn, 3rd sector. Barbara Smith and John Dickinson. Officers as above.

Apologies were received from Micky Johnson for the meetings, but she inputted to 50% ie topics in meeting 1, in a separate session with Norma Sutton, and her views were recorded on the group sessions..

The report is presented by type of engagement as indicated in the ladder of engagement and as rated by the sub group. The area of work is put into the 'highest' step indicated by the evidence, but the group was aware that the steps are not necessarily a hierarchy and different activities require different types of engagement. In November the group agreed that the report reflected their discussion and the questions they raised. In December, 'follow up' text was added to the matrix and to the questions below (text in boxes), to provide follow up information.

Collaborating/Empowering: **(active/loud voice)**

1. **'Critical Friends' – Easingwold Extra Care (Page 51 of evidence matrix).**

This was seen as an excellent example of how 'respected community advocates' fulfil the role of trusted links between tenants and managers to improve the service. This had shown some empowerment for tenants as things had been changed, but was an excellent example of collaboration.

Question raised – would the ACS and Partners see this as a model to be used elsewhere?

Follow up: Hamb/ Rich are planning to extend this to all their Extra Care sites, and it is the intention of the Extra Care Team that this model will be introduced to new and existing sites across the county.

Collaborating/Involving
(active/audiblevoice)

2. **Older People's Partnership and Physical & Sensory Partnership Boards   (P51, 56).**

Evidence that these boards are being listened to in issues they raise and do have influence, but it is still early days in their development and in their relationship with the Adult Strategic Partnership, and they will need to keep a review of what action does follow as a result. Included in ACS section as ACS is the only funding source at present.

Question: Could the Adult Strategic Partnership (ASP) clarify what agendas it needs more input on?

Follow up: In March 2010, a review of the role and function of the ASP will begin. In June, it was agreed that future topics for the ASP should include personalisation in service delivery, safeguarding vulnerable adults, support and information for self funders ie people who pay the full cost for their care, transforming social care delivery, Centres for Independent Living, dementia strategy, Valuing People Now (learning disability strategy) and affordable housing. The approach to doing this is to be agreed in March 2010.

3. Partnerships for Older People Projects (p19, 31)

This is the post POPPS pilot phase, which continues to show elements of empowerment for people on the steering groups, and the service recipients, but shows consistent good collaboration in the roll-out of generic workers and its continuation in Hambleton/ Richmondshire.
Question: Is there evidence of it reaching 'seldom heard 'groups? –was the communication strategy good enough?

Follow up: The older person who chaired the original task group is still on the steering group, which is now chaired by the local senior operational manager as this is now a mainstream scheme. People who have used the service and passed through it are telephoned quarterly and more frequently if they request it by Age Concern, and feedback is also asked about the scheme as well as this being a supportive call to potentially isolated people. The issue about reaching seldom heard groups was not addressed specifically, but the follow up scheme has the purpose of keeping in touch.

4. Safeguarding people: Adult protection process   (p74,75).

In verbal evidence it was recognised that where the process worked well for the individual, then it would be empowering but it was not in the written evidence. The planned engagement strategy was looking to collaborate with many disparate groups. BGOP reps recognised their involvement in the leaflet produced following their conference to publicise the service.
Questions: What is the publicity strategy, including for people going into care homes?

Follow up: Publicity strategy includes
o Promotion of the Keeping People Safe leaflet through libraries and other outlets.
o Promotion of the existing safeguarding pages on the NYCC website, which include clear details about how to report abuse. Improvements are being made to the website to make it more accessible and user friendly.
o The Safeguarding Adults Board has agreed that it will adopt a media and communication strategy, including a separate Safeguarding website,

conducting targeted publicity campaigns, having a standard advert in NY Times.

o From January 2010, there will be plasma screens in four NY libraries, promoting 'Keeping People Safe' in the widest sense including promoting reporting abuse.

o Local Safeguarding Adults Groups are promoting safeguarding in their area and will take opportunities to bring this information to the attention of the public and people who use public services, e.g. presence at community safety events and other public events.

Can we demonstrate people know what they need to do to report concerns?

Plans in place to increase publicity and awareness – see above.

The Board has set a target to increase the number of alerts made to Adult Social Care, through the Customer Service Centre, particularly those from partner agencies and the public.

In order that we can demonstrate that staff working with vulnerable people are confident that they know what to do to report concerns, the Safeguarding Adults Board has agreed to conduct a staff survey during 2010.

Through an audit of the procedures in place in partner agencies, partner agencies are prompted to ensure that they have training in place for all their staff and that they make their procedures known to the public and they have information for the public.

The Board is to consider a proposal to collect evidence directly from people who have been subject to the safeguarding process through semi- structured interviews.

The Board is supporting a project co-ordinated through the Fire and Rescue Service to provide householders with information about reporting concerns, including concerns about abuse.

Is there compliance from all partners?

The Safeguarding Adults Board (SAB) has sign up from the key partners in safeguarding, including police, health, CQC, District Councils, independent and voluntary sector. It manages compliance from all partners through the reporting structures, co-ordinated by the Board Implementation Group (BIG). Local partners are represented on the Local Safeguarding Adults Groups and attendance from partners is being actively monitored.

A performance framework will be adopted by the SAB on 22 January, and monitored by the BIG. This includes indicators on compliance with procedures, governance arrangements, user influence and training.

How can we protect people who employ their own staff?

Social Care workers will support and advise people who are going to plan and manage their own support. NYCC has a support team that will give free advice and guidance around using a personal budget and being an employer, including providing information about recognising and reporting abuse. You may also get support from family, friends, an advocate or an independent organisation. Support plans will be reviewed regularly.

5. Low Level Prevention schemes /social inclusion (page 14.15).

Evidence that these developed from previous successful evaluated pilots, and have been beneficial?

Question/Issue: The group would have liked more evidence of impact of this latest initiative.

Follow up: The schemes were agreed by an independent panel organised by Age Concern, rather than by ACS. Nationally there is recognition that prevention works, and the recommendations in the National POPPs evaluation were that a range of different types of preventative service were required in each area.
ACNY interviewed people from each of the schemes as part of their evaluation of the outcomes for individuals. ACS has evaluated the schemes from a value for money point of view, but also looking at the outcomes in terms of whether people have needed additional services from ACS. Recommendations will be made that future commissioning of prevention services should involve older people.

6. Carers- Emergency Card, new strategy, new service.

The evolution of the card was rated as collaborating and involving.
The strategy which is in its consultation phase was deemed involving and consulting.
The new service in Selby was recognised as resulting from collaboration.
Questions: How is the emergency card publicised to non-users of ACS services?   What has been its impact to date?

Follow up: The Carers emergency card has been publicised twice this year through NY Times this resulted in a significant uplift in requests for the card from members of the public. In addition to this the leaflet for the card is displayed through libraries and during carers' week this year was displayed in 23 GP surgeries in the county. Carers' Resource Centres and a number of other voluntary organisations have this information to pass to carers. To date over 800 cards have been issued, there have only been two activations of the card which highlights that fact that it is mainly used for peace of mind for the carer (this is consistent with other areas)

7. Craven Night Care Service: (p20, 85).

Developing from a POPPs pilot, this night time response services, both for planned and unplanned events, was seen as evidence of a welcome development that has evolved in response to local people's expressed needs and is an excellent example of collaboration (resulting in individual empowerment for the service recipient in many cases).

8. Draft Dementia strategy with Care & Independence and vol sector.(p86)

It was felt that many people had had direct influence on the final report to Care & Independence in a very direct way. The group was eagerly awaiting the action plan to see how it had affected the outcome, but this was not available at the time of the meeting in August.

Involving/Consulting
(audible/quiet voice)

9. Nutrition in care settings: (p12,84).

The evidence from ACS care homes was assessed as being involving, with good responses to expressed preferences.

Question: Is there evidence that the food and advice about it is available to people living in their own homes who depend on 'delivered meals' services, and is it good enough?

Follow up: The Meals with Care service (community meals)offers advice about healthy eating and promoting meals which are appropriate for people's medical conditions, i.e. they recommend reduced sugar meals for diabetics. It was agreed at the time that it would be inappropriate for them to do anything more than 'recommend' food choices. If they had concerns about someone's eating habits, i.e. a diabetic ordering nothing but puddings, they would report concerns to ACS. The commissioning group felt that it was essential that users were still given choice and to allowed to decide their meal choices themselves. There has been no recent re-evaluation of this approach

10. Centres for Independent living development –CILs (p56)

Rated as involving and consulting but it was still work in progress but it was impacting on the plan.

11. Personalisation and Self Directed Support;

Although it was recognised the end result maybe empowering for individuals, the engagement to date was seen as 'involving'.
Recognised it was early days, and that new post to involve people more, may improve the type of engagement.

Question: Is there evidence from older people who use Direct Payments, that the outcome is better than before this type of service?

Follow up: There will be an evaluation study in 2010 of people's experiences of the new personal budgets, and these also include direct payments as an option, and so this information will be available then.

Consulting **(quiet voice)**

12. Extra Care (P23, 24)

Much discussion but it was recognised that although assessments involve potential tenants in an intense person–centred way, the main thrust for the initiative was at the consulting stage.

Many questions;
Is there a communication and engagement strategy and does it indicate how to address the different types of engagement needed for different phases of each development? eg at the early pre-planning stage, design stage, right through to openness about how tenants should be selected, and what decisions they will be able to affect. Are our staff and health colleagues delivering the same messages?

Are existing structures used to best effect –eg OP forums, Boards, local groups.?

Follow up: Information form the Strategic development manager, Accommodation with Care:E It is the aspiration and intention of the Extra Care Team to ensure early engagement with people who will live in extra care housing or access its services and facilities. This will be achieved via a range of engagement opportunities:-
- Team to develop a Communication & Engagement Strategy that is not scheme-based but countywide and encompassing the future direction of travel across all ages and needs
- Team to deliver an extra care housing presentation day to operational and commissioning staff and health colleagues (to ensure everyone understands the experience and lessons to date and the future direction)
- Team is already engaging more with communities for example by attending all Over 50s' Roadshows, encouraging relevant groups to be involved in the design stage of developments, naming schemes, interior design, social enterprise via Community Interest Companies etc etc
- The Critical Friends model at Springhill Court in Easingwold will be replicated in all ECH schemes across the County and this is already being fed through existing Local Project Steering Groups

Is the DVD publicised enough?

Team to review current marketing tools such as literature, DVD etc as it is evident these aren't currently sufficient for purpose, don't give enough detail (ie about personalisation and self-funders) and there is a need for much more

positive and proactive marketing of the product and the future direction of
travel

Is there evidence that the schemes 'accommodate' minority groups' issues?

- The Team is working to complete an Equality & Impact Statement for the
County-wide delivery of ECH)

(Further evidence has been added on p23,24 of evidence matrix, in green to
address questions raised.)

13. Telecare/assistive technology and Integrated Community Equipment Service(ICES)

It was recognised that the gathered information on individual cases indicated
that the end result was often empowering for people and based ion in depth
assessment of needs, but in the area of engagement in planning and wider
service design, it was felt the banding was at 'consulting 'level, and informing.
There was no evidence except in individual cases, to indicate a different type
of engagement.

Questions: ICES—who is involved in choosing contents of catalogue?
What were the findings of the analysis of the adaptations(low level equipment)
to property that informed the service?

ICES: Individuals were not involved in choosing the equipment in the
catalogue, but individual cases histories informed the professionals' choices

Telecare: What is the engagement strategy for the planning phase for service
development and direction? Has the full range of information giving forums
been exploited?
Has there been a user evaluation survey?

Follow up:Telecare: It is intended to recruit potential or existing users of
telecare to local steering groups. To date there has been regular attendance
at local information giving and carers' events and over 50s roadshows, by the
4 local telecare coordinators. There have been many individual accounts of
individuals from across the county, who have been empowered by their use
of assistive technology. Its use has also benefitted the safety of people with
dementia and given peace of mind to their carers. There has been a user
survey with very positive results.

Areas with insufficient evidence:
14. Falls:

Question/Issue: Strategic commissioning manager to ask PCT who lead on
this, what plans they have to engage with people in new initiative and the
implications for ACS.

Follow up: BGOP members informed the current falls pathway

15. Equality & Diversity

The group felt from the evidence they had, they needed more on how we were reaching out to seldom heard groups, such as travellers, people with HIV or Aids and their carers, and the bigger population of rural older people, and what impact it was having on plans and services, and the work of the corporate council.

Follow up: A full programme of consultation activities –future and retrospective is available if required. ACS is developing a plan to engage more meaningfully with its largest minority group of gypsies, travellers and show people. Currently staff from the Supporting People service are the main contacts. There is better communication with OLGA, Older Lesbian and Gay Association in Scarborough, and there has been a recent carers' event publicised as a celebration of Christmas and Eid in Skipton area which attracted 150 people including many from the Asian community, both men, women and children. A follow up with the Asian women's group and the Carers' Officer is planned and will inform how we offer services in future. Contact has been made with the Chinese community in Harrogate and a future programme of information giving events is planned, to begin a more meaningful dialogue. It is hoped to have an initial information giving event in Scarborough to appeal to the minority ethnic community, using the contacts of the CYPS Community cohesion worker. There is group of deaf and hard of hearing people in Harrogate and Craven with 30 members and this sis actively supported by 2 ACS staff. The group meets quarterly on a formal basis but also has informal social sessions. The formal engagement focuses on issues of access to services and quality of life opportunities for Deaf and hard of hearing people. Their issues are represented through the full area Physical & Sensory Impairment (PSI) reference group and ultimately at the PSI Partnership Board.

Our Future Lives Task Group: Report re Involving Older People

Trading Standards and Planning Services

Overall we feel that the level of engagement with older people was appropriate given the role of Trading Standards. In terms of support to the farming community, consumer support and community support and safety

Data is available for no cold call zones, doorstep crime, rapid response and preventing victimisation.

Involvement varies between consulting, involving with some good work with other agencies.

In other areas of Trading Standards work involvement cannot be measured but we would not expect to see involvement in some of the policing/ checking roles undertaken.

Trading Standards is always in attendance at information events and provides a good if limited service for electric blanket testing.

Engagement has had an impact in terms of protecting the public.

Evidence can be seen in statistics for reduction in preventing revictiminsation, a reduction in doorstep crime, surveys on no cold call zines.

Further work could be done in conjunction with other organisations on reaching the hard to reach groups/ people/

Development of the Trust Mark Scheme for local traders.

To be successful people need to know about the scheme. Is a pilot planned?

Perhaps there is a need for Trading Standards to look at advice for older people and buying over the internet.

Economic and Rural Services

The service covers a wide and diverse area

Countryside Management and Public Rights of Way

Limited involvement with older people and the involvement is by accident as a consequence of involvement with other groups.
There is work to do. The unit has a team of volunteers and they could be used to train other volunteers to increase the number of Public Rights of Way that are easy to use.
North Yorkshire Moors Authority has a good model that works and this could be used.
Some of the volunteers that came forward for PROW have moved over to the Moors Volunteers as they feel they are better used.
The majority of walkers are older people a resource able and willing to be used.
There is scope for PROW to advertise more widely and to be present at local events. It needs to look outward and promote its services to a wider audience. There is a need to utilise old people's networks across the county. (U3A's and Older Peoples Forums).

Comments from Public Rights of Way:

We have just gained the Investing In Volunteers standard which was a rigorous process aimed at establishing how well we manage volunteers. No volunteers have given underutilisation as a reason for their leaving, and in fact our own anecdotal evidence suggests that the reverse is true!

Economic Development

Very little direct engagement with older people. There are good reasons. Funding streams are targeted towards youth and working age adults.
For the future people are now being encouraged/ forced to work well past 60/65. The engagement of older people will become more important and the unit should take advantage of groups across North Yorkshire when further strategies are planned. With around 40% of the population over fifty, economic development must include this sector of the public.

Waste Management

Again we see engagement with older people only be accident when carrying out general engagement.
Contact with other groups seems inconsistent given overall waste reduction targets.
It is the over fifties who are the ones interested in gardens and garden waste and it is the older people who do not/ cannot attend NYCC waste sites. If Waste Management really want more volunteers and information on why people are not going to waste sites, Waste Management need to become more proactive and utilise the links to older peoples groups across North Yorkshire.
There is no evidence to show older people have an impact on services delivered. Little evidence to show any beneficial impact for people who do participate. Good evidence to show that more engagement is needed.

Comments from waste:

We need a representative group of volunteers across the county covering people from all Equality & Diversity groups and have in the past recruited to get a wide representation of people instead of focussing on a single grouping.

We are not currently registered with all volunteer centres across the county which would enable us to reach more people, however we do plan to register with each centre.

We have attended engAge events targeted at over 50's this year at Bedale (and plan to attend events in Easingwold and Reeth) and last year at Thirsk. However, the engAge events do not appear to operate county wide, and we can only attend if and when we are invited.

We will also endeavour to link with older peoples group across North Yorkshire through Chairs of all local Older People's Forums and the older peoples partnership board, NYFVO and CVS's when recruiting new volunteers in the future.

We have recently agreed, as a waste partnership, to jointly fund a volunteer co-ordinator post in order to recruit more volunteers, improve their effectiveness and the range of activities available to volunteers.

To gain intelligence on why people are not using our household waste recycling centres (HWRC), we have recently placed a series of questions into a joint waste survey being carried out by Richmondshire and Hambleton DC's. We asked site users about their level of satisfaction with their local HWRC and non-service users why they do not use the HWRC. Equalities data is also being captured and we intend to map different E&D criteria against the responses to understand the differences in responses. This was a random survey to 2000 households in each of the district areas, so will capture all age ranges.

We are also asking the same questions to NYCC's Citizen's Panel in October 2009. The CP is representative of age, gender, etc for the county and again we will map answers against E&D groupings. We are also exploring opportunities with other district councils to consult with the public using their surveys as they become available.

North Yorkshire County Council, the City of York and the seven districts and boroughs work together as part of the York and North Yorkshire Waste Partnership. In 2006, we jointly developed a waste strategy called 'Lets Talk Less Rubbish' that sets out our vision, aims, objectives and targets for sustainable waste management for the next 20 years.

We work closely on waste prevention campaigns and awareness and communications activity to deliver the challenging waste prevention targets that we have.

The partnership already works together on a range of waste issues but we are always investigating options to work better together, including co-ordinated and/or shared services. A common collection approach may be one option, but North Yorkshire is a very diverse county and we need to mindful that one size does not fit all geographical areas.

The partnership is overseen by the Chief Executive and Leaders group (formerly ANYC – don't know its new name!) so we would refute the claim that we do not work together.

The County Council is represented on DC LSP's and from time to time, representatives from waste management have (where appropriate and when invited) attended meetings and taken part in LSP activity. For example, the Environment Task and Finish group of

Harrogate LSP.   In addition, the North Yorkshire Rotters project in Harrogate is part funded by the Harrogate LSP.

All councils are part of the NYSP so there is high level strategic thinking taking place together with higher and lower level working on the ground.

One of the LAA targets (NI 192) is a shared target that has been disaggregated onto a district level so if we do not work together we will fail to meet the LAA target. In addition, the other LAA indicator, NI 193, whilst [technically] being a county council target cannot be delivered without district councils also seeking to divert waste away from landfill so we must and do work together to achieve this target.

Integrated Passenger Transport and Highways and Transportation

Involvement with older people comes as a consequence of the section trying to involve the public in local initiatives and NY strategy.

The department covers a wide area from accessibility issues, bus services, community transport, Adult and Community Services transport fleet to street lighting and courses for older drivers.

Officers would say that they involve older people as a matter of course in their efforts to involve all the public and whilst this is true the majority of people using transport do tend to be over sixty since the bus pass has been available.

We would say that the department is still at the consulting stage. Some changes have been made as a result of this consulting in terms of changes to the older drivers course and changes to the production of bus timetables. It could be argued that if older people had been involved before these initiatives had been set up then would changes have had to be made?

The consultation on the LTP3 is currently taking place. There is no evidence to say that any discussion have taken place with older people/ user groups before the document has gone out and whilst there will be consultation on the results. The consultation is likely to be similar to the current consultation. How does the department ensure that the transport users are forming a high proportion of responses? How does the department encourage those people who do not have any access to public transport, to take part.

The communication routes used by the department are the traditional ones of District and Parish councils together with newspapers and the internet. Other communication strategies are needed to reach the groups that use the services. Posters on buses and bus shelters would be a start with local newsletters being a further step.

User groups are more difficult to establish in rural areas and this may be something for Rural Transport Partnerships to look at.

If the department is serious about integrated transport then Rail Travel and community transport will need to have higher profiles. With regrd to the latter we appreciate that the District Councils play a nig part in this and there is no consistent approach across North Yorkshire, something older people would like to see.

When bus services are changed or scheduled to be cancelled as a result of lack of use the department does have an effective way of consulting local interested parties although the end user is sometimes not given a big enough voice. Once a decision has been made the communication appears to cease and in come cases rumour is allowed to take over.

It is good to see that the Adult and Community Services fleet are being considered when community transport needs are assessed and we hope that this initiative be extended across North Yorkshire.

Comments from Highways:

The current LTP 3 Consultation is to establish views on strategic priorities for all types of transport for the period 2011-2016. The consultation is not as stated just with district and parish councils though these organisations are included. Approx 300 other stakeholder / representative groups have also been involved including:

- Age Concern
- North Yorkshire Forum for Older People
- Older People's Partnership Board

We did not specifically involve local older peoples forums as normal County Council practice is to engage with the countywide group on countywide issues. This does not however preclude local older peoples forums from responding proactively.

Comment [j1]: Analysis of surveys, (CP and Place etc) show an increasing proportion of responses by bus users (CP2009 - %; place survey 2008 - #%

Comment [j2]: A huge amount or work goes on through local committee and forums, where people can engage. Eg Area committee; lsp groups; local transport forums ie Scarborough transport forum; rural transport and access forums, eg Hambleton and Richmondshire RTAP; and attendance at events hosted by other groups,

Comment [j3]: 'Whole journey' approach will be further developed through LTP3.

Comment [j4]: The Association of NY Chief Execs are currently undertaking a review of the CT strategy for north yorkshire

Comment [j5]: Noted – we will be reviewing communication procedures to address this

The consultation is not aimed solely at public transport users it is aimed at all transport users (regardless of mode) and residents of North Yorkshire. All views are equally relevant. To specifically target public transport users through posters on bus shelters etc. could skew the responses.

Phase 2 consultation is not similar to the current consultation. It is an engagement process with stakeholders and the public on the draft LTP 3. In the first Questionnaire all consultees have been invited to be involved further. Options include attendance at a number of stakeholder workshops where people will be able to discuss their viewpoints.

The exact arrangements are currently being finalised. Constructive input on how to better involve older people would be appreciated (with due consideration of time, budget and staffing constraints).

Summary

The directorate is still at the informing stage.
From our discussions it was clear that the directorate was not aware of the help/ resource that is out there that could help deliver the directorate's aims.
Particularly, public rights of way could use road shows and other events to create awareness of services provided, recruitment and utilisation of volunteers. Support for health walking is commended but this support does not cover all of North Yorkshire.
To a lesser extent Waste Management could use older peoples networks to promote its message. Given the targets to be achieved it is disappointing to see little evidence of co-ordination of services across North Yorkshire. NYCC and the District Councils should have a common approach. Waste Management does not appear to be involved in District Council LSP's. Similar issues arise with Transport particularly Community Transport. The directorate must look at what it wants to achieve and how much community involvement it wants from both older residents and the rest of the population. Ideally the plans and initiatives should come from the public and if this is the route chosen then the public need to be involved before projects go to consultation. User groups need to be established and volunteers need to be better utilised. The cost of this level of engagement must also be a factor.

Comment:
This summary makes some valid points, as a directorate we are currently giving a great deal of consideration to how and where we can improve community involvement.

The task group report identifies a number of examples of where the directorate consults its residents, and also involves them in service delivery (notably the No Cold Call Zones in Trading Standards). With this in mind, we would suggest that an overall judgement that the directorate is at the 'informing stage' does not accurately reflect the level of involvement across the directorate.

<u>Our Future Lives</u>

<u>Scrutiny of how well Adult Learning Services engaged with older people, 2008 – 2009</u>

<u>Meeting 1</u>: Cllr Brian Marshall, Sue Mann (Craven OPRG), Gill Garbutt

<u>Meeting 2:</u> Sue Mann (Craven OPRG), Gill Garbutt

This report uses the type of engagement as indicated in the ladder of engagement.

Type of Engagement	Evidence	Outcomes
Informing	- Availability of prospectuses and booking forms through a range of venues as well as through NY Times which goes into every house in the county. Prospectus also available in a range of formats and languages on request. (see also Empowering). - MEND: healthy young people project (joint with PCT). Aimed at raising awareness of healthy lifestyles for parents / grandparents.(See Collaboration)	- If courses are over or under subscribed adjustments can be made to courses. - Too early to say at this stage of ALS year re take-up - Very successful where grandparents were involved. This information fed back to PCT and national programme.
Consulting	- Learner Forums involved in discussions re Learning for Leisure courses in 2 areas (plans to extend these to all areas in 2010) - Feedback opportunities from existing	- Increase in Learning for Leisure courses and development of a range of Healthy Lifestyle courses aimed at the older learner. - Development of services such as the

	learners help to shape the service through regular feedback – this is in relation to quality of provision. equality and venue. (see Involving and Empowering)	ICT Skills Mobile – a mobile classroom resource for remote and rural locations which makes learning accessible across the county
Involving	- Learner Forums involved in discussions re Learning for Leisure courses in 2 areas (plans to extend these to all areas in 2010) (See also Empowering) - Feedback opportunities from existing learners help to shape the service through regular feedback – this is in relation to quality of provision. equality and venue. (See Consulting and Empowerment). - Healthy Lifestyle courses include an individual health plan for all participants which will inform the development of future services and ensure that the right level of teaching is taking place (See Empowering). - Appointment of additional Community Development workers tasked with engaging with harder to reach groups across the county – these could include people aged 50+.	- Increase in Learning for Leisure courses and development of a range of Healthy Lifestyle courses aimed at the older learner. - Development of services such as the ICT Skills Mobile – a mobile classroom resource for remote and rural locations which makes learning accessible across the county - Programme adaptable for all mobility levels 100% retention rates on courses run

Collaborating [1]	▪ Work in some areas with health professionals to develop fitness and health course suitable for the older learner ▪ MEND initiative with PCT. (See Informing). ▪ Other discussions with PCT ▪ Work in collaboration with Ryedale 'In Touch' and Ryedale Voluntary Action and their members to establish a specially designed YOGA class for the blind and partially sighted. All members over 60.	▪ Healthy Lifestyle courses + Range of short course for older carers. ▪ Project run and plans to promote it more widely. Especially successful with grandparents. ▪ Specific action plans being drawn up to engage more over 50s in health related activities. ▪ Successful course run
Empowering	▪ Availability of prospectuses and booking forms through a range of venues as well as through NY Times which goes into every house in the county. Prospectus also available in a range of formats and languages on request. (see also Informing). ▪ Learner Forums involved in discussions re Learning for Leisure courses in 2	▪ If courses are over or under subscribed adjustments can be made to courses. ▪ Too early to say at this stage of ALS year re take-up ▪ Increase in Learning for Leisure courses and development of a range of Healthy Lifestyle courses aimed at the older learner. ▪ Where possible points raised are

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[1] The examples given under 'Collaboration' largely relate to working with other statutory bodies or the voluntary sector. In some cases older people will have been directly involved in this collaboration.

	areas (plans to extend these to all areas in 2010) (See also Involving and Consulting) ▪ Feedback opportunities from existing learners help to shape the service through regular feedback – this is in relation to quality of provision, equality and venue. (see Involving and Consulting) ▪ Healthy Lifestyle courses include an individual health plan for all participants which will inform the development of future services and ensure that the right level of teaching is taking place (See Involving) .	actioned. For example a room or venue might be changed, specialist equipment made available. ▪ Development of services such as the ICT Skills Mobile – a mobile classroom resource for remote and rural locations which makes learning accessible across the county ▪ Programme adaptable for all mobility levels ▪ 100% retention rates on courses run ▪ ? improved health for participants?

Conclusion:

There is a range of evidence to show that North Yorkshire County Council Adult Learning Services engage with older people in the development and delivery of the services they offer. The examples cover the full range in the hierarchy of engagement ranging from Informing, through consulting, involving, collaborating to empowerment. With regard to collaboration the examples given largely relate to working with other statutory bodies or the voluntary sector. However, in some cases older people will have been directly involved in this collaboration e.g. the work with In Touch in Ryedale to establish yoga classes for blind and partially sighted people. One area which should be looked at in future scrutiny exercises is the consistency of the engagement across the whole county. There are plans to extend Learner Forums across the county and this should be a major contributor to the consistency of this engagement.