

Service and Community Impact Assessment (SCIA)

Directorate and Service Area:

Adult Social Care

What is being assessed (e.g. name of policy, procedure, project, service or proposed service change):

The impact of the proposed changes to our 'Core Offer' to adults with care and support needs.

Responsible owner / senior officer:

Kate Terroni

Date of assessment:

30/11/2018

Summary of judgement:

This assessment considers the impact of the proposed changes to the Adult Social Care 'Core offer' on individuals, communities, staff, other council services and providers.

Our 'Core offer' are the statutory services that Oxfordshire Adult Social Care provide to adults with care and support needs. Our 'Core offer' proposals include savings arising from:

- Changes to Mental Health Social Work
- Reviewing and reassessing care packages for people with Learning Disabilities
- Reviewing and re-assessing care packages and exploring alternative methods of providing care for Older People at home

We have reviewed our 'Core Offer' as part of our service and resource planning for 2019-2023. A number of proposed business cases were presented and would generate savings of £3.0m in 2019/20 rising to £4.5m over the medium term. The impact of proposals relating to 'Commercial Improvement' and 'Pathway Management' can be found in separate SCIA's.

The proposed changes are likely to have both positive and negative impacts.

The changes would mean that Adult Social care would be able to substantially manage forecast pressures relating to expenditure on services for adults with learning disabilities (£5.200m by 2022/23) and physical disabilities (£0.750m from 2019/20) and contribute to enabling the council to set a balanced budget overall and allow us to deliver the best possible services with the greatest value for money. In some cases, it will allow people to move back into the county to receive support closer to their family and place of origin. However, reducing funding for Mental Health services may result in a more limited service for people or they may experience change in the support they receive. We will work with the people affected to ensure their eligible care needs continue to be met.

There are also potential impacts on staff, other services and providers in terms of increased workload and potential changes to the structure of teams, we will however ensure that staff are supported in their work and if appropriate we will give due consideration to any employment obligations. We will also ensure that system partners are given adequate support to ensure they are not overburdened.

Detail of Assessment:

Purpose of assessment:

The purpose of this assessment is to analyse the impact of changing our Core Offer to adults with care and support needs. These changes would be in:

- **Mental Health Social Work**
- **Reviewing and reassessing care packages for people with Learning Disabilities**
- **Reviewing and reassessing care packages and exploring alternative methods of providing care for Older People at home**

Section 149 of the Equalities Act 2010 (“the 2010 Act”) imposes a duty on the Council to give due regard to three needs in exercising its functions. This proposal is such a function. The three needs are:

- o Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- o Advance equality of opportunity between people who share a protected characteristic and those who do not.
- o Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs other people, and
- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person’s disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief
- sex
- sexual orientation

- marriage and civil partnership

Context / Background:

In the current medium term financial plan, the Adult Social Care budget is set to increase from £198m to £215m over the next 5 years. Meanwhile, unless action is taken Adult Social Care spending is forecast to increase from £199m to £223m over the same period.

The four main drivers for increasing spend are:

1. Increasing numbers of older people

There are more people over 65 and many more people over 85. By 2031, the number of people aged 85 and over is expected to have increased by 55% and people aged 65+ is predicted to increase by 44%. Some adult carers are themselves becoming older and cannot continue to provide care for others.

2. Increasing complexity in the community

There are more people with complex needs who need on-going care. System practice has changed so more people live at home, for longer, and with more significant conditions. There are predicted to be an additional 3000 people living with dementia by 2031.

3. A price challenge for care homes

In response to the need to find care to help the system we have been buying individual placements, competing with other authorities and with the NHS

4. A capacity challenge for home care

There is not enough home care available so more expensive options are used instead.

In order to meet these pressures as outlined within Adult Social Care service and resource plan for 2019/20-23, several business cases have been put forward.

Mental Health Social Work

Oxfordshire County Council currently spends £1.8m on social work staffing targeted at adults of working age with mental health issues. This staffing is delivered via a section 75 partnership with Oxford Health NHS Foundation Trust and is intended to deliver a social work response of assessment, care planning for people with eligible needs as well as regular reviews.

Over the last five years Oxfordshire County Council spend on equivalent social work teams for older people and people with learning disabilities has been reduced by £1m (reducing the current spend to £10m), at a time when there has been significant demographic growth in the populations supported. This reduction in spend, and significant demographic and consequent demand growth has been managed by changed ways of working, increased social worker / coordinator productivity, and associated changes in skill mix.

Reviewing and reassessing care packages for people with Learning Disabilities

The forecast expenditure in each year reflects the combination of the on-going cost of current service user packages of care, plus the full year effect of changes agreed in the last year, as well as new packages, deaths, and changes to existing packages through reviews or other need or service driven reasons in that year.

In 2017/18 services for adults with learning disabilities overspent by £1.6m. This was after taking account of budgeted demographic growth of £2.1m, additional on-going funding of £1.6m from the Adult Social Care Precept agreed to be added to the Adults with Care & Support Needs Pooled budget during the year to meet cost pressures, and budgeted savings of £1.750m built into the medium term financial plan. A further overspend of £2.9m is forecast in 2018/19. This reflects continuing pressure from 2017/18 as well as new changes in 2018/19. Overall the number of service users has not increased but average package sizes are larger indicating that need is increasing.

After taking account of the cumulative impact of savings totalling £4.000m built into the budget from 2017/18 – 2019/20, and further demographic growth, on-going expenditure is forecast to be £3.700m (5%) higher than the existing budget from 2019/20. The gap then increases by £0.500m each year after that.

Alternative methods of providing care for Older People at home

People's needs are assessed in line with the Care Act 2014, following which they may be eligible to receive support at home. There are range of services available to support people to live at home including community services that are provided throughout Oxfordshire, and more formal homecare with carers providing support with eating, drinking and personal care. The amount of homecare that a person requires is assessed at the time the care is put in place, after which the person's needs should be reviewed annually.

Proposals:

Mental Health Social Work

We face difficult challenges around prioritisation, particularly in relation to the use of social work time. As a result, we are proposing to move away from providing services for people with no eligible mental health social care needs and focus on our statutory duties. This will mean we focus more on younger adults with Special Educational Needs and Disability (SEND) and safeguarding social work.

Current proposals under consideration include a reduction of £0.600m in baseline funding for mental health social workers by 2020/21. To jointly manage the transition, we propose to phase this reduction over two years, with an initial reduction of £0.300m from 2019/20 and a further on-going reduction of £0.300m in 2020/21. We intend to work together with Oxford Health NHS Foundation Trust to deliver these changes to improve efficiency.

The budget available for mental health social work after the reduction would represent 10% of the funding for social work for all service user groups. Adults of working age with mental health needs currently represent about 2% of the people with eligible social care needs. This is assessed to be equitable when considering the social care needs of the local population.

Reviewing and reassessing care packages for people with Learning Disabilities

The Learning Disability Community Connections team, has previously delivered focused review/reassessments aimed at increasing independence, and reducing spend on supported living by ensuring that support delivered is based on a core social care offer. Services are reshaped where possible, including using assistive technology and connections to the community instead of more expensive care packages. The team will continue this work to deliver and maintain savings of £1.500m from 2019/20 by:

- Working towards re-providing existing supported living units, replacing those which are no longer fit for purpose, and decommissioning 2 and 3-bedroom properties, replacing them with clusters of properties or larger shared properties to create more cost-effective support and accommodation
- Continuing to effectively use the rest of the existing supported living provision identifying and maximising opportunities for efficiencies such as reduction in housing and vacancies in supported living properties.
- Re-assessing the care needs of service users alongside re-procurement of care contracts to ensure current service user needs are being met in the most effective way
- Reviewing and reassessing the small number of people with very expensive packages to ensure that their current on-going needs are being met in the most effective way.

Alternative methods of providing care for Older People at home

We believe that by investing in a more proactive approach to reviewing and reassessing the care packages of people receiving care at home, they can be streamlined to ensure they are meeting people's core needs as they change over time. It is estimated that this could release existing capacity that can then be used for new service users (funded from demography) creating a cashable saving of £1.2m in 2019/20 rising to £2.400m from 2020/21 and ensuring that support at home is aligned with current needs.

Evidence / Intelligence:

In developing these proposals, the Council has considered the business plan 2018-19 for meeting social care needs of Oxfordshire residents: adults of working age, people with disabilities and older people. Business intelligence sources have been considered across the whole cycle of activity: operational, commissioning, sourcing and contract management. Key documents include:

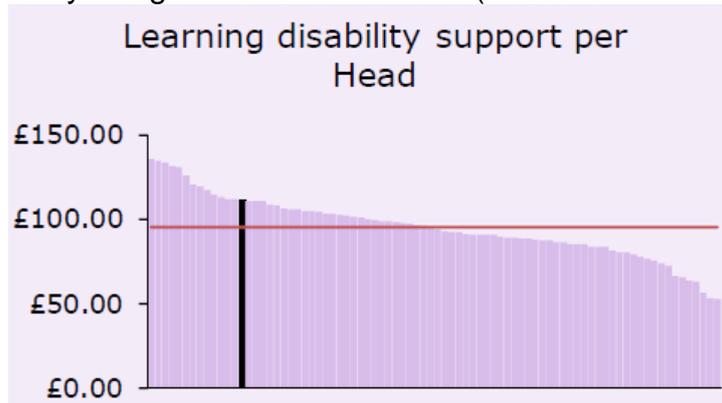
- Joint Strategic Needs Assessment
- Key commissioning strategies
- Market position statements
- Performance, activity and finance data for teams across operations, sourcing and contract monitoring.

These proposals used regional and local market and contract performance benchmarking data. These sources contain commercially sensitive information and therefore are not included in this document.

Reviewing and reassessing care packages for people with Learning Disabilities

Oxfordshire spends slightly more on services for adults with Learning Disabilities than the national average. That might partly reflect the cost of care in Oxfordshire as well as levels of need.

CIPFA Local Authority Budget Profile for 2017/18 (Based on RA Form)



In 2017/18, commissioning work to re-procure supported living contracts resulted in lower costs in-year. This programme of work is ongoing and is expected to lead to further savings from 2018/19 and 2019/20.

Alternatives considered / rejected:

In order to ensure the sustainability of Adult Social Care in Oxfordshire the Council has a responsibility to make sure it does not overspend against its allocated budget. It is for this reason that doing nothing is not an option.

Mental Health Social Work

An alternative approach would be to further reduce investment in services for other vulnerable groups. This option has been rejected because due to budget constraints, the Council has already had to reduce funding for other services over the past five years.

Reviewing and reassessing care packages for people with Learning Disabilities and Alternative methods of providing care for Older People at home

An alternative approach would be to continue purchasing the existing services from current providers and negotiate a different rate for in county home care for older people and for out of county placements for people with disabilities. This approach has been rejected because the Council is committed to developing and supporting a local sustainable care market. Best practice in commissioning also suggests that value for money is best achieved by providing the right amount of support, developing streamlined and efficient care pathways, as well as local services to meet local need.

Impact Assessment:

Impact on Individuals and Communities:

These proposals concern Oxfordshire residents eligible for social care: adults of working age, people with a range of disabilities and older people. This impact extends to men and women, people living in the city, market towns and rural communities across the county.

Proposals for new local services for people with learning disabilities will have positive impact on some individuals concerned, because they will be able to move back into the county to receive support closer to their family and place of origin.

Risks	Mitigations
Reducing funding for Mental Health services may result in a more limited service for people.	We will work with the people to make sure their social care needs are assessed and eligible needs are met. We will work with the providers and health partners to develop care pathways that reflect best practice and provide better value for money; to enable these savings to be effectively delivered with a minimum impact on people using services. We will work with the Community and Voluntary Sector to identify cases where people need further support.
People who use services may be asked to use alternative forms of support	We will support the person in any transition whilst ensuring that the support they receive meets their eligible needs.
People who are no longer receiving non-statutory support may end up develop statutory needs sooner	We would look at alternative ways of supporting the person including the voluntary and community sector and access to other preventative services.

Impact on Staff:

Proposals to complete targeted reviews of home care packages for older people will impact on OCC staff in operational social care teams, as it will affect their priorities and workload.

Risks	Mitigations
Resource required from commissioning and social work teams will reduce capacity to do other work	The Adults with Care and Support Needs Joint Management Group will review the Adults Mental Health Outcome Based contract scope and timescale to mitigate this impact.
Staff will be required to deal with an increase in the number of reviews and reassessments	Training will be provided to all staff on new proactive approaches to ensure the new processes are not more time consuming. We will invest in additional front-line staff required to deliver required reviews and reassessments.
A higher workload may cause increased levels of stress for staff.	Staff will receive support from managers and the staff support service where appropriate.

Impact on other Council services:

Risks	Mitigations
The Customer Service Centre, the Complaints Team and social work teams may receive an increase in the number of queries and complaints as a result of the proposed changes	<p>A full communication plan will be developed to ensure staff are aware of any changes.</p> <p>Guidance will be written to ensure staff understand the changes.</p>

Impact on providers:

Risks	Mitigations
Implementing the core offer might lead to providers having less contracted business from the Council	We will work with providers under the current and future contractual terms to minimise potential adverse impact of this approach
Mental Health social work staff employed under this contract could face redundancy.	<p>If appropriate we will give due consideration to any employment obligations as part of this review.</p> <p>We would look to redeploy workers where possible and will continue to create job opportunities for social work staff as part of the Oxfordshire workforce programme</p>

Action plan:

Action	By When	Person responsible
Mental Health Social Work- Review current arrangements and <i>reduce funding for Adults Mental Health Funding Contract by £0.5m</i>	March 2020	Eleanor Crichton
Review and reassess care packages for Older People at home to ensure right care is provided at the right time	March 2020	Karen Fuller
Review and reassess care packages for people with Learning Disabilities	March 2020	Karen Fuller
Continue to deliver supported living re-provision programme	March 2020	Eleanor Crichton

Monitoring and review:**Person responsible for assessment:**

Version	Date	Notes (e.g. Initial draft, amended following consultation)
v.2	30/11/2018	Initial draft
v.3	04/12/2018	Draft for Adult Social Care leadership sign-off