



Performance Scrutiny Committee Thursday, 13 December 2018

ADDENDA

6. Service and Resource Planning 2019/20 - 2022/23 (Pages 1 - 44)

10.30

This report is one in the series on the Service & Resource Planning process for 2019/20 to 2022/23, providing councillors with information on budget issues for 2019/20 and the medium term. This report presents the latest identified pressures and proposed savings for 2019/20 and the medium term as well as key points arising from the Autumn Budget announced on 29 October 2018.

The Committee is RECOMMENDED to consider and comment on the revenue pressures and savings proposals.

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Cross-Cutting Service and Community Impact Assessment Medium Term Financial Plan 2019/20-2022/23

Report of the Policy & Performance Service Manager

Context

Oxfordshire County Council has delivered significant savings over the last decade, both as part of our role in bringing down the public sector deficit through reduced government funding, and in order to reinvest in meeting demand growth and funding priorities.

The county council's budget is designed to enable us to meet our key priorities for a Thriving Oxfordshire – thriving people, thriving communities, and a thriving economy. This is achieved through priority-based budget setting, while listening to residents and delivering value for money.

Meeting the rising demand of caring for older people, adults with disabilities, and keeping children safe remains a key priority. Investment in support for Oxfordshire's most vulnerable children and adults are central to the budget – with the children's social care budget set to more than double in the decade to 2023. Investment in road maintenance is also increasing.

To meet these pressures, we need to work more efficiently, redesign our service delivery to reflect the changing needs of our communities and maximise our income and investment opportunities. As a result our proposed budget contains options for a variety of saving measures.

Service and Community Impact Assessments

At each annual budget, and when major changes are proposed outside the budget setting process, Service and Community Impact Assessments (SCIAs), enable us to review the potential impact of new and updated policies and service delivery decisions on specific individuals, communities, partner organisations and providers.

While it does not guarantee that a change will never have a negative impact, a SCIA is intended to ensure policies meet the diverse needs of individuals and communities in Oxfordshire, and that the outcomes of a proposal are considered, with the potential benefits maximised and possible challenges mitigated, to the extent possible within overall funding available.

We publish the SCIAs produced every year during the budget setting process, in addition to completing an overarching SCIA drawing together the information from across the budget into a coherent high-level assessment.

In considering the impact of budget proposals before they are formally agreed, the Council undertakes a detailed process of democratic and community engagement, enabling a broad range of those affected by proposals to set out what the impact might be, and how negative impacts can be mitigated.

This includes

- Using the Oxfordshire Joint Strategic Needs Assessment of health and wellbeing needs, and the associated Equalities Briefing, to consider the impact of proposals as they are drawn up, as SCIA's for each proposal are developed, and as the cross-cutting SCIA is prepared.
- A democratic process including agreement of proposals by Cabinet, analysis and comment on those proposals by Performance Scrutiny, and adoption of a budget by Full Council, at each of which the public, and representatives of particular organisations or population groups, are entitled to request to speak, in order to highlight their perception of proposed changes and suggestions for how proposals could be improved.
- Formally asking people for their views on our budget proposals and our proposed Council Tax level for 2019/20. The consultation booklet and online response form are available from 6th December at www.oxfordshire.gov.uk/budget. Alternatively consultation booklets will be placed in local libraries, and email views accepted to budget@oxfordshire.gov.uk. The closing date for comments is Sunday 6 January 2019.

Individual SCIA's are then produced on individual proposals as they are developed and implemented, this ensures that an appropriate level of detailed analysis is completed and action taken where identified to mitigate any potential negative impacts and maximise potential benefits, and that all decisions are taken with a full understanding of their potential implications.

Equalities

Section 149 of the Equality Act 2010 places a number of duties on local government. In particular the following three elements:

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

One way in which the Council can show that it has had due regard to the statutory need to promote equality is by assessing the impact of proposed budget and services changes on service users and Council-paid staff, particularly in relation to people with a "protected characteristic". The legally 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

In addition to the characteristics above, the Council also considers the effect of the proposals on those in particular geographies (in particular rural and urban areas) and on areas of deprivation.

In addition to undertaking Service and Community Impact Assessments, Oxfordshire County Council also recently reviewed our Equality Policy and Strategy for 2018-22. In doing so, eight objectives were developed. Objective 4 is of particular relevance to the Service and Community Impact Process.

1. It is important that we know who are customers are and so we will ask you to tell us more about you when you contact our customer service centre and/or our complaints team
2. We want to know what people think about the services we provide, so we will ask for feedback on our services to make sure we can take your views into account in future and our services meet everyone's needs
3. We will improve access to our public website and other digital services we provide to make sure all residents are able to access the information they need as easily as possible
4. We will improve the quality of the data we collect about our residents and service users to make sure it is as current as possible. This will help us to respond better to the differing needs of our communities when planning and designing services.
5. We want to make sure that our public buildings are accessible to all our residents and staff. We will review access to buildings we maintain to ensure that they are as accessible as possible
6. Some of our services are provided by other agencies or organisations. We will make sure they know about our commitment to the equality duty, the protected characteristics and their role in helping us meet our objectives.
7. We will improve the diversity of our workforce so it better reflects the diversity of our communities.
8. We will improve how we support our employees with disabilities so they can be fully involved in the workplace, access career development opportunities and be successful at work.

In respect of this objective, Chapter 3 of the Oxfordshire Joint Strategic Needs Assessment examines data relating to the population of Oxfordshire, with a particular focus on those characteristics which are covered by this assessment. The Chapter is attached as Appendix 1.

Assessing Service and Resource Planning Proposals

- Age

Changes to Home to School Transport are being worked up in detail including through a Cabinet Advisory Group of elected Councillors. Changes to entitlement of this nature are necessarily likely to be most significant for those of school age and their

parents/carers, and in the case of transport provided due to special educational needs or disabilities, to those with disabilities or their carers.

We remain committed to finding ways to manage the costs of the overall budget, and across the Medium Term Financial Plan the proposal is for spending on Home to School Transport to be £3.2m higher than previously planned.

We are open to creative solutions for transport, and committed to finding transport options for those requiring transport due to Special Educational Needs and Disabilities which transport them effectively and efficiently, keep them safe, and where possible build their future independence as adult transport users.

There are proposals to deliver savings from the cost of care provided to older people at home. Necessarily this is most significant to those in the age range receiving this care. The proposal is to ensure that care packages are reviewed so that they remain appropriate to the service user's needs and eligibility – as often more intense care can be needed for a shorter period, which can then be scaled back. This is judged to be an equitable and proportionate approach, which should not disadvantage those with age-related care needs.

- Disability

The budget proposes that the council's investment and support for Wellbeing and Employment should be reviewed, with the potential to make activity more targeted, and more focused on outcomes, at a lower cost, including through improved engagement with the voluntary sector.

This employment work predominantly supports adults who have difficulty accessing the labour market due to disability or other condition. As a result if the review does not deliver improvements the impact is mainly on this group. However at present the intention is that the review should deliver improved outcomes overall.

The budget proposes that the county council reduce spending in two areas of mental health provision where the Council makes a contribution to NHS commissioned services. Should this result in a reduction of service availability or standards, this would necessarily have the most significant impact on those with mental health conditions. The proposed reduction of mental health spend within the "core social care offer" is to be phased in, and is considered to be equitable relative to spending on other groups.

By way of mitigation, the county council would continue to deliver those mental health provisions required by law, retaining £6.2m of the current £8m annual spent. The county council and the NHS are committed to continuing to work closely together to improve outcomes for the population of Oxfordshire.

A further proposal represents a saving from working to identify how the existing clusters of mental health support for those with autism and/or acquired brain injury can effectively support those service users who are currently being supported outside the pathway.

This will involve some people accessing alternative support, and is intended to ensure support meets their needs, as well as being delivered at lower cost. In mitigation of any potential disbenefit from this change, the council will support the person in any transition whilst ensuring that the support they receive meets their needs.

In designing and implementing the proposed changes to Adult Social Care pathways, the council will ensure that potential adverse impact on quality or availability of service is minimised

The budget also anticipates savings from the amount allocated to care packages through robust assessment of needs, and more effective procurement of care home places. The intention is that these would not result in any changes to or reduction of eligibility for support.

Similarly, reduced costs for Learning Disability packages are anticipated from assessing whether the most expensive packages of care are required on an ongoing basis or whether, in some cases, the level of need reduces once people are settled into their new home or placement.

- Gender reassignment

No specific issues relating to gender reassignment have been assessed as likely to be impacted as a result of this budget round. Mental health is frequently reported as being a particular challenge for many transgender people, and changes to mental health funding are addressed elsewhere in this SCIA.

- Pregnancy and maternity

No specific issues relating to pregnancy and maternity have been assessed as likely to be impacted as a result of this budget round.

- Race – this includes ethnic or national origins, colour or nationality

No specific issues relating to race have been assessed as likely to be impacted as a result of this budget round.

- Religion or belief – this includes lack of belief

No specific issues relating to religion or belief have been assessed as likely to be impacted as a result of this budget round.

- Sex

Overall no specific issues relating to sex have been assessed as likely to be impacted as a result of this budget round.

There is an indirect impact in that women remain more likely to be primary caregivers and therefore where changes to services mean that less is done by the council, and more is done by families, for instance in transporting children to school, the impact of this is likely to be greater, overall, on women.

- Sexual orientation

No specific issues relating to sexual orientation have been assessed as likely to be impacted as a result of this budget round. Mental health is reported as being worse overall among those with minority sexual orientations, and changes to mental health funding are addressed elsewhere in this SCIA.

- Marriage and civil partnership

No specific issues relating to marriage or civil partnership have been assessed as likely to be impacted as a result of this budget round.

- Rural and urban equity

Changes to provision of Home to School Transport are overall more likely to affect those living in places where transport is required – generally more likely to be rural than urban, particularly with regard to mainstream transport provision as the statutory entitlement is based partly on distance. This is addressed elsewhere in this SCIA.

Some procurement savings in social care are predicated on commissioning across a larger geographic area in partnership with other councils. While greater distances between service user and service can have a particular impact in rural areas, they may also have an impact on urban service users who may normally access services at the very local level. Overall the proposals in this budget round are not considered to have a disproportionate impact on either of the groups under this heading.

- Deprivation

It is generally the case with changes in public service provision that the impact of any reduced provision, or provision which the service user feels is to their detriment, will have a greater impact on those who are less able to make their own alternative arrangements.

Addressing this challenge at an overall level is outside the scope of this SCIA, however in service and resource planning overall the council is conscious of the needs of the most vulnerable, including those whose vulnerability relates to lack of financial or other resources. Where relevant this is addressed within the individual SCIA for each budget proposal.

Impact on Staff

Oxfordshire County Council recognises the contribution that every employee makes, values individual differences, and encourages respect for all. To support a fair and equal working environment, free from discrimination and harassment, we have policies on Equality and Inclusion in the Workplace and Dignity at work. In addition to monitoring staff, the council also monitors the protected characteristic status of those applying for jobs, shortlisted, and appointed.

At a broad level, the council workforce has:

- low levels of people from ethnic backgrounds,
- low levels of people with a disability
- a higher proportion of women than men
- proportionally fewer young people than in the population
- and fewer people beyond retirement age (though this is to be expected).

We are working towards achieving a diverse workforce that fully reflects our community. The council annually monitors the extent to which we achieve this. We have some successes, including a gender pay gap much smaller than the overall average (median 0.1%, mean 3.5%). However the data also tell us we have some key areas to focus on:

- Encouraging all staff to declare their ethnicity so we can understand the extent to which our workforce reflects the community
- Encouraging more young people to choose to work for Oxfordshire County Council and better understand the reasons why young people leave
- Further work should be carried out to understand any barriers for Black, Asian and Minority Ethnic individuals in the recruitment process, especially at shortlisting and appointment stages.
- Have clear plans to tackle areas where gender is underrepresented.

Given the extent to which the council's future plans are predicated on transforming the way we work, it is important that the make-up of the council's workforce is considered, and staff are involved at both the level of individual services and the council as a whole – while retaining the overall focus on improving outcomes for residents, and value for money.

This will be considered in detail as part of any proposed service changes, and individual SCIA's will be produced to ensure potential impacts and mitigations are identified.

It remains the case that on the largest assumptions for post reductions through transformation, the number of posts lost would be smaller than the number of staff who choose to leave the council due to resignation or retirement each year, though this cannot be guaranteed to be the case within each service area or role.

For more detail The Council's Equality in Employment 2018 Report available at <https://www.oxfordshire.gov.uk/council/about-your-council/working-oxfordshire-county-council/fairness-and-equality-work>

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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:

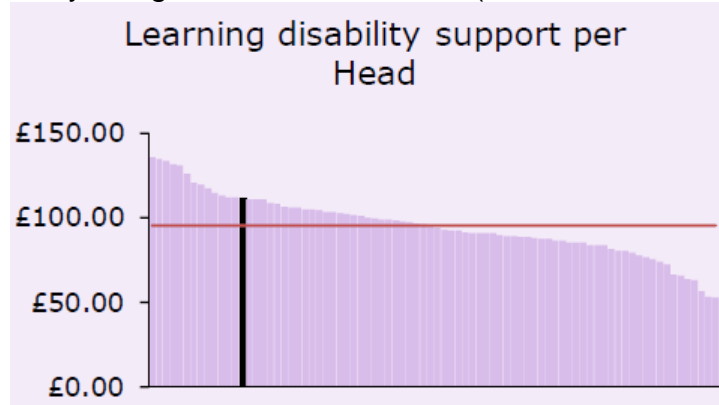
- Joint Strategic Needs Assessment
- Key commissioning strategies
- Market position statements
- Performance, activity and finance data for teams across operations, sourcing and contract monitoring.

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 |
| | | |

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 Commercial Improvement plan for our relationship with providers.

Responsible owner / senior officer:

Kate Terroni

Date of assessment:

04/12/2018

Summary of judgement:

This assessment considers the impact of the proposed Adult Social Care Commercial Improvement on individuals, communities, staff, other council services and providers.

Our Commercial Improvement proposals centre on a renegotiation with care providers which would include:

- A shift to a block-purchasing system for most care home beds
- A review of how the council contracts for short term beds for older people
- Benefits that are anticipated through the development of a regional framework for Learning Disability Care homes

We have reviewed our relationships with care providers as part of our service and resource planning for 2019-2023. A number of proposed business cases were presented and are expected to generate combined savings of £1.500m from 2019/20 with an estimated further £0.200m saving from the regional framework from Learning Disability Care Homes from 2020/21. These will help to manage pressures in adult social care and enable the council to set a balanced budget overall. The impact of changes to our 'Core Offer' to people accessing services and 'Pathway Management' can be found in separate SCIA's.

The suggested changes are likely to have both positive and negative impacts. The changes would contribute to managing forecast pressures within Adult Social Care, help to enable the council to set a balanced budget overall and allow us to deliver the best possible services with the greatest value for money. The regional framework would also allow for more consistency with other local authorities in terms of the cost people incur for their support. However proposed renegotiations and efficiencies in what we pay could lead to a potential destabilising effect on some providers in the market. We will ensure that potential adverse impacts are minimised by working with system partners and providers. There are also potential impacts on staff, other services and providers in terms of increased workload, we will however ensure that those affected are supported in the event of any increases in workload.

Detail of Assessment:

Purpose of assessment:

The purpose of this assessment is to analyse the impact of commercial improvements, including how we negotiate with our providers to deliver value for money. The proposals are:

- **A shift to a block-purchasing system for most care home beds**
- **A review of how the council contracts for short term beds for older people**
- **Developing a regional framework for Learning Disability Care home placements**

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 of 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 in the same period.

The four main drivers for the forecast increase in expenditure 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 are not enough home care hours available so more expensive options are used instead.

In order to meet these pressures as outlined within the Adult Social Care Medium Term Financial Plan for 2019/20-23, a range of business cases have been put forward.

A shift to a block-purchasing system for most care home beds

The current commercial model for purchasing of long-term care home beds outside of the existing block contract is to use a spot purchasing model (unplanned purchases of beds) with a weekly price per placement agreed at an individual level. These prices are governed by the Council's published Target Banding Rates for care homes but the actual price paid varies based on the person's individual needs and the market conditions at the time of placement.

Spot purchase beds are invariably more expensive than those purchased through the planned block contracts. This is further exacerbated by increasing complexity and acuity of need for both residential and nursing placements which requires increasingly intense and specialist input from care home staff. Furthermore, there is a restricted market supply of beds which can meet complex needs, resulting in premium pricing.

Short stay beds

There are currently four different types of short stay residential beds, spread across over 25 different care homes. Because the beds have been purchased at different times by different organisations in the health and social care system in response to current needs; performance measures, contractual expectations and prices vary across these beds.

Devising a regional framework for Learning Disability Care homes

Currently there are a small number of vacancies for people with Learning Disabilities within the south-east at any one time with many local authorities competing for those

places. The Transforming Care programme, which has seen a shift from people with learning disabilities being in hospital to living in the community, has also had the unintended effect of reducing the number of available placements and leading to demand led price pressure.

Proposals:

A shift to a block-purchasing system for long term care home beds

Through introducing a block contract purchasing mechanism for the purchase of long term residential and nursing placements we aim to establish economies of scale in the pricing structure; establish greater control over costs; and develop stronger relationships with the care homes that become our block contract partners.

Short stay beds

We propose to create a block contract for a core number of beds. This will provide a cohesive and standardised approach to commercial management and sufficient services to meet the system's expected demand. Under the new service specification there is a requirement that contracted care homes notify the commissioning partners of their capacity during periods of peak demand with the aim of providing additional capacity to support the system when needed.

It is estimated that a combined saving of £1.5m from 2019/20 can be achieved through increasing the use of block contracts for both long and short stay care home beds.

Devising a regional framework for Learning Disability Care homes

We will work with other south-east councils to set up a regional framework for Learning Disability placements. This will aim to ensure that the local authorities involved are offered consistent prices from different residential care providers. A regional framework would move away from the current seller's market for places, to enable a more stable and consistent pricing structure which in turn is expected to reduce costs. An estimated saving of £0.200m 2019/20 is estimated to be achievable as a result of the implementation of this framework.

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.

A shift to a block-purchasing system for most care home beds

Procurements for care home beds carried out in 2017/18 and 2018/19 have indicated that lower weekly rates can be achieved through purchasing care home placements through block contracting arrangements.

Short stay beds

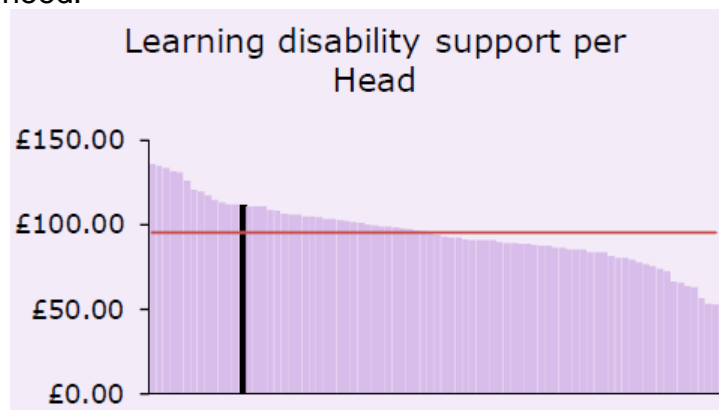
As a health and care system we aim to support people to live well at home, admission to a bed should only take place where remaining at home is not possible. For some people, a temporary stay in a care home bed is appropriate, to enable a short period of recuperation and rehabilitation after their hospital stay. In this way, short stay care home beds support our system's strategic aims to enable people to remain in their own homes for as long as possible.

Due to the fragmented approach to short stay beds, a meaningful and detailed set of performance data is not available for all current beds. However, we have modelled demand going forward taking into account occupancy levels in Oxford University Hospitals Foundation Trust, historic usage of beds and the predicted demography. This indicates that 125 short stay beds in care homes will meet the predicted demand, with the ability to increase the number built into the contract to assist with times of increased demand.

Due to the short stay nature of beds and the intention that people will return to their own homes following their stay, with the intention of reducing the number of people admitted to a care home on a permanent basis. This number is currently increasing, resulting in financial pressures for the Council to fund these admissions.

Devising a regional framework for Learning Disability Care homes

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.



Benchmarking carried out for south east councils by the Association of Directors of Adult Social Services (ADASS) South East Finance Group indicates that the Council spends just over the median for the south east but funds less people per 100,000 population than average. That implies that packages cost more than average for the south east but the data is insufficient to indicate what the reason for that is. As noted above, some care packages can be very large (£5k to £7k per week) so the average can potentially be significantly skewed by a few high cost service users in each council.

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.

Short stay beds

We have used the Council's Gateway Review Process to review our options for short stay beds:

1. Do Nothing

This option will result in system partners pursuing individual purchasing and contracting arrangements; the efficiencies and economies of scale from system purchasing will be lost and system partners will be competing with one another to purchase beds from the same providers.

The discharge pathway will remain fragmented and the current system complexity will remain. There will be no improvement for patients, in-reach services will be stretched and inefficient and there will be reduced value for money.

2. Framework Contract of Nursing Home Suppliers

A creation of a framework of suppliers to deliver rehabilitation services would potentially provide sufficient provision of care beds but is unlikely to provide an efficient in-reach medical support service. Therapy and medical cover arrangements are best provided alongside consistent care home providers; a framework contract would not permit medical cover arrangements to be consistently and efficiently provided.

There is likely to be a vast range of fees, and there is a potential for insufficient GP support.

It is likely that the framework would be seen by the market as their opportunity to fill vacancies, rather than create a high quality bespoke service

3. Block Contract for Core Care and Spot Purchase Framework for Additional Care

A single block contract for the minimum number of beds would be beneficial and provide sufficient high-quality care in a limited number of homes, and this would maximise the efficiency of in-reach services.

A framework of spot purchased provision would also manage the demand during peak periods. The framework would not commit the parties to work together, and there is potential for providers on the framework not to offer placements.

There are two negative aspects to the framework option, firstly it expands the numbers of providers that would form part of the system and secondly there is a likelihood of the rates for placements increasing through the spot nature of the placements on the framework. These two areas are critical to improve relationships with providers by being a better customer and to deliver increased value for money.

4. Inclusive Block and Expansion Contract

This model would

- maximise the effectiveness of the in-reach services,
- improve the relationship between the providers and the commissioning partners,
- maximise the occupancy in the providers' system
- provide maximum financial benefit to the commissioning partners

Devising a regional framework for Learning Disability Care homes

We have considered renegotiating costs of the Learning Disability care homes (out of county placements) with each provider on our own. This option has been rejected because collective renegotiation of costs across all providers on a regional basis is likely to deliver better and more sustainable outcomes for the council, other commissioners in the region and the care providers.

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 cities, market towns and rural communities across the county.

| Risks | Mitigations |
|--|--|
| Proposed commercial renegotiations might lead to destabilisation of the market. | In carrying out proposed commercial renegotiations the Council will ensure that potential adverse impact on stability of the market is minimised. |
| Short stay beds – The relocation of current services to a reduced number of sites means that people receiving services and their families may need to travel further under the proposed model. | <p>These beds will normally only be used for a short-term period prior to their return home.</p> <p>In securing the provision of short stay beds for the future, we will ensure that this includes county wide coverage with consideration given to the location of services, as well as the ability of services to meet the quality requirements.</p> |

Impact on Staff:

Proposals to renegotiate with providers may impact on council staff in operational social care teams, as it will affect their priorities and workload.

| Risks | Mitigations |
|---|---|
| Resource required from commissioning and operations will reduce capacity to do other work | Workloads will be reviewed to ensure they are managed appropriately and that sufficient resource is given to enable business as usual work is able to continue. |
| A higher workload may cause increased levels of stress for staff. | Staff will receive support from managers and the Employee Assistance Program is available. |

Impact on other Council services:

| Risks | Mitigations |
|----------------|-------------|
| No known risks | n/a |

Impact on providers:

| Risks | Mitigations |
|---|--|
| Changing contracts may increase dependence on other services. | We will examine alternative ways to meet those wellbeing and employment needs through engagement with the voluntary sector |

Action plan:

| Action | By When | Person responsible |
|--|----------------|---------------------------|
| Shift to block-purchasing system for most care home beds | June 2019 | Rachel Pirie |
| Devise a regional framework for Learning Disability Care homes | 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 |
| | | |

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 Adult Social Care pathways.

Responsible owner / senior officer:

Kate Terroni

Date of assessment:

04/12/2018

Summary of judgement:

This assessment considers the impact of the proposed changes to the Adult Social Care pathways on individuals, communities, staff, other council services and providers. The pathways describe how a person navigates through Oxfordshire's Social Care system to access the support that they need. The proposed changes relate to:

- Acquired Brain Injury and Autism Pathway
- Meeting wellbeing and employment needs for Adults

We have reviewed our pathways as part of our service and resource planning for 2019-2023. A number of proposed business cases were presented and would generate combined savings of £0.600m from 2019/20. The impact of changes to our 'Core Offer' to people accessing services and 'Commercial Improvement' can be found in separate SCIA's.

The proposed changes are likely to have both positive and negative impacts. They would mean that Adult Social care would contribute to managing forecast pressures within Adult Social Care, help to enable the council to set a balanced budget overall and allow us to deliver the best possible services with the greatest value for money. However, people who use services may be asked to use alternative support and may also have to travel further to reach it.

We will support people to transition whilst ensuring that the support they receive meets their needs. 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 due consideration will be given 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 some of our care pathways for adults with care and support needs in relation to the following services.

- **Acquired Brain Injury and Autism Pathway**
- **Meeting wellbeing and employment needs for Adults**

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 in the same period.

The four main drivers 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 the number 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 the Adult Social Care Medium Term Financial Plan for 2019/20-23, the following business cases have been put forward.

Acquired Brain Injury & Autism pathway

Oxfordshire County Council currently commits £6.200m to the outcomes based contract for mental health services. This funding is intended to support a range of floating support for housing and daytime activity, including support for employment and wellbeing. There are a small number of people with acquired brain injuries or autism whose assessed needs fall outside the scope of the outcome based contract who are currently receiving a range of packages put in place on an ad hoc basis. The joint budget for these service users is currently £1.200m (council contribution £0.700m, Oxfordshire Clinical Commissioning Group contribution £0.500m).

Meeting wellbeing and employment needs for Adults

We currently commission specific services support individuals with a range of disabilities, apart from mental health related conditions, to live a productive life with minimal dependence on services by enabling them to access informal community support and friendships, start volunteering and get paid work using a person-centred approach. The current arrangements were put in place before the implementation of the council's new Daytime Support Service in October 2017, and now need to be reviewed to build on the developing role of the voluntary sector locally.

Proposals:

Acquired Brain Injury and Autism Pathway

We are proposing to work with Oxfordshire Clinical Commissioning Group to jointly review the Acquired Brain Injury and Autism pathways to enable us to understand how the service users not being supported through the outcome based contract can be more appropriately supported. We will then consider changing the commissioning arrangements following the outcomes of the review. Savings of £0.400m, of which the Council's share would be £0.200m, are estimated to be possible through recommissioning the services within the pathways. These changes are also expected to lead to better outcomes for service users as the new services will be designed to more closely align with their long-term needs.

Meeting wellbeing and employment needs for Adults

A review of alternative ways to meet wellbeing and employment outcomes for service users through engagement with the voluntary sector will be investigated; funding for those alternatives could reduce by around £0.1m, achieving a net on-going saving of £0.4m per annum from 2019/20.

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.

Acquired Brain Injury and Autism Pathway

A review of the small number of people not supported by the outcome based contract showed that they all have acquired brain injuries or autism and should therefore fit within existing pathways. Spend on these people is high (over £85k per person) as they sit outside commissioned pathways. Further work needs to be carried out to see why these people cannot be supported by existing services, and adjust the commissioning pathways accordingly. This will ensure that people use appropriate services to meet their needs whilst reduce costs.

Meeting wellbeing and employment needs for Adults

Existing services have not achieved anticipated targets, and whilst the figures are improving they are yet to reach the intended levels.

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.

Acquired Brain Injury and Autism Pathway / Meeting wellbeing and employment needs for Adults

We considered reviewing current services and placements individually but this option has been rejected because best practice in commissioning suggests that a more appropriate approach is to review the whole pathway.

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.

| Risks | Mitigations |
|---|--|
| A small number of people 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 needs. These changes are also expected to lead to better outcomes for service users as the new services will be designed to more closely align with their long-term needs. |

Impact on Staff:

Proposals to redesign care pathways for people with disabilities and older people will impact on staff employed to deliver these services. Most of these staff are employed by external agencies the Council contracts with. Impact could be negative (e.g. if less staff are required to meet reduced contract capacity) or positive (e.g. if new services are commissioned, such as for people with learning disabilities or autism).

| Risks | Mitigations |
|--|---|
| Resource required from commissioning and operations may reduce capacity to do other work | Workloads will be reviewed to ensure they are managed appropriately and that sufficient resource is given to enable business as usual work is able to continue. |
| A higher workload may result in increased levels of stress for staff involved | Staff will receive support from managers and the Employee Assistance Program is available. |

Impact on other Council services:

| Risks | Mitigations |
|---|--|
| Changes to services that meet wellbeing and employment needs for Adults may increase demand for other services. | Alternative ways to meet wellbeing and employment outcomes through engagement with the voluntary sector will be investigated |

Impact on providers:

Proposals for pathway changes would impact on providers of those services. It may lead to new requirements been placed on providers, e.g. to report service capacity in a timely way and via different systems. They would be asked to contribute to care pathway reviews and future contracting arrangements.

| Risks | Mitigations |
|---|--|
| Changing how we deliver to the services to meet wellbeing and employment needs may increase dependence on other services. | We will brief and support partners ahead of any changes to the service |
| Staff providing current services could face redundancy. | We will give due consideration, if appropriate to any employment obligations as part of the review of ways of meeting wellbeing and employment outcomes. |
| An increased dependency on voluntary community sector partners to help provide alternatives to home care may experience and increase in demand. | We will ensure that adequate support is given to partners |

Action plan:

| Action | By When | Person responsible |
|---|----------------|---------------------------|
| Review Acquired Brain Injury and Autism pathways | June 2019 | Eleanor Crichton |
| Review alternative ways to meet wellbeing and employment outcomes for service users | June 2019 | 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 |
| | | |

Service and Community Impact Assessment (SCIA)

Front Sheet: Children's Social Care

Directorate and Service Area:

Children Education and Families (CEF) – Children's Social Care

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

The assessment has been prepared to consider the proposed changes to a range of services provided to children and young people through a service redesign in Children's Social Care

These proposals are made up of a range of changes within the Children's Social Care Service for CEF. The changes are being implemented to deliver improved services to all vulnerable children and young people and those in need of early help services. The proposals will also deliver financial efficiencies as set out within the MTFP.

Responsible owner / senior officer:

Hannah Farncombe – Deputy Director Children's Social Care

Date of assessment:

10th December 2018

Summary of judgement:

The impact of these changes will be upon all children and young people who receive services and support from the early help and social care teams within CEF. The changes have all been driven primarily with the intention of reducing unnecessary delay in service provision, providing the most appropriate and timely assessments and care planning, reducing change and disruption of care planning and enhancing the ability of the Council to provide the appropriate support and services to safeguard vulnerable children and young people.

All of the proposed changes to practice and service provision will all be conducted to meet the Council's requirements as set out within the Children Act 1989 and all related statutory guidance for children's services. The impact of the proposed service changes will be reviewed following feedback from staff and partner agency consultation and in preparation for the submission of final proposals to Cabinet in early 2019.

It is not intended that the changes will result in any detrimental impact upon vulnerable children and young people. On the contrary the changes and improvements are intended to provide a better service for this service user group.

Detail of Assessment:

Purpose of assessment:

This assessment has been undertaken in order to understand the impact on the appropriate service groups in Oxfordshire of the proposals to implement a service re-design within children's social care, while at the same time making budget efficiencies up to £2.74 million over a three-year period. The purpose of the assessment is to ensure that the proposed review and changes to services to vulnerable children and young people do not have any unintended adverse effects to the relevant service group and that the Council continues to provide good services to them. Services will continue to meet the statutory requirements of the Council as set out within the Children Act 1989 and associated statutory guidance and regulations which include *Working Together 2018*.

In undertaking this assessment, the Council has given due regard to Section 149 of the Equalities Act 2010 in exercising its functions.

Social Value

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934¹ might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract. In this case the proposals will enhance the social value by improving the choice and quality of services provided to LAC.

Context / Background:

A demographic pressure exists within Oxfordshire Children's Social Care Services due a significant increase in demand for the service in recent years. This increase is in line with national increase in demand but means that the service needs to re-think how all services to vulnerable children and young people are delivered.

Children's Services takes a lead role in the planning and delivery of early help and statutory social work services to vulnerable children and young people. The purpose of these services is to intervene as early as possible to minimise harm to the child and prevent an escalation into more intrusive and costly specialist social care. Initial work to improve the efficiency of early help services in Oxfordshire have been successfully completed and more work now needs to be delivered in relation to all social work services delivered to children and young people.

Earlier improvements have included the review and development of the Multi-Agency Safeguarding Hub (MASH) which now provides a strong and secure 'front door' to all services for vulnerable children and young people. This has resulted in more effective identification and allocate of work within children's social care.

Further work has been undertaken over the summer of 2018 to consult with staff and managers to review and identify more effective and efficient ways of delivering children's social care within Oxfordshire and a series of improvements and changes are now being proposed. A set of proposals are therefore being considered that can reduce all unnecessary delay and that will make the best use of the staffing resource available to the Council. The service is regulated by Ofsted, so all changes will be implemented in line with statutory requirements and to meet the criteria for a good service as set out in the statutory guidance.

Proposals:

This proposal contains a number of plans and changes to the ways of working within children's social care that support demand management across the whole of the service and are contained and manged within the CEF Transformation Programme.

Initial activity has been undertaken which included a full-service review, to capture the current 'As is' model of the service. This was done by carrying out staff consultation activity to consider the provision of a leaner service, through process re-design, better ways of working, resource planning and allocation, and service delivery models based on best practice. All of these initiatives are now being considered to design a more effective way of working which will create a more robust streamlined/efficient service operating model. The Council has developed a range of service changes and improvements related to the provision of services to vulnerable children and young people that will reduce the need for expensive interventions; will reduce unnecessary delay in care planning; will expand local service provision; and offer more effective and timely interventions to meet the individual needs of children and young people.

The proposal involves completing a service re-design across the whole of children's social care services. A whole service redesign will deliver efficiencies following a full review of the current service delivery model which will include the review of resource allocation, staff establishment, budget allocation, ways of working, staff turn-over, support services and workflow. The current service has been fully mapped and early assumptions are that up to £2.74 million will be acquired through service re-design and managing demand, over a 3-year period.

Evidence / Intelligence:

The proposals and service developments have been considered as part of a wide range of evidence gathering, consultation and advice from across the service, service users and service providers.

The proposals are all informed by a wide range of ongoing reviews and work that have been coordinated by the CEF Transformation programme.

The proposals have therefore been subject to close monitoring and scrutiny as part of the Children’s Transformation Programme governance structure. This ensures that appropriate risk management and regulatory guidance is considered in relation to the different proposals.

All of the proposals are overseen by the CEF senior management team to ensure that they are in accordance with the statutory framework that the Councils work within as set out in the Children Act 1989 and appropriate statutory policy and guidance.

Alternatives considered / rejected:

A range of service options have been considered for each of the service proposals in line with the statutory requirements as set out within the Children Act 1989. The options have been considered alongside the current service provision which will be maintained as the new service are developed and implemented. Where appropriate the service proposals have outlined option appraisals as part of the Transformation Programme documentation which detail benefits and risk associated with them.

Impact on Individuals and Communities:

Community / Group being assessed (as per list above – e.g. age, rural communities – do an assessment for each one on the list)

| Risks | Mitigations |
|---|---|
| The proposals include the provision of targeted and specialist services to children, young people and families. | <ul style="list-style-type: none"> • The re-designed service options will be developed to provide an improved service offer. • All of the service options will be tested to ensure that they meet the statutory requirements as set out within the Children Act 1989 and associated practice guidance. • Service will be developed to provide greater likelihood that LAC will be placed nearer to their home community. |
| Children, young people and families in rural communities will struggle to access family support services | <ul style="list-style-type: none"> • All options propose targeted service delivery to support families in rural locations. These vary in volume depending on the proposed model. • Children’s Social Care will continue to be located in larger conurbations that are well served |

| | |
|--|--|
| | by public transport, providing various modes of access for rural communities to centre based services. |
|--|--|

Impact on Staff:

| Risks | Mitigations |
|---|---|
| Staff morale may be negatively impacted due to the impact of changing working practice and environments | Staff will be fully engaged in the re-design of identified services and in any new practice models which will be based on nationally recognised social work practice. |
| | |

Impact on other Council services:

| Risks | Mitigations |
|---|---|
| Increase cost to other Council services | Without savings in CEF other services would need to take a greater share of financial pressure to balance the budget. Better placement outcomes in childhood will help to reduce demand/need in adult services |
| | |

Impact on providers:

| Risks | Mitigations |
|---|--|
| Service providers will be affected by the The service re-design and possible change in the use of their services. | Ongoing plans are in place to consult with voluntary sector and other providers on any material changes to engagement with their services. |
| | |

Action plan:

| Action | By When | Person responsible |
|--------------------------------|---|---------------------------|
| The proposals form part of the | Monthly through the Children's Transformation | Hannah Farncombe |

| | | |
|---|--------|--|
| Children's Transformation Programme which includes detailed action plans and monitoring arrangements to progress them | Board. | |
|---|--------|--|

Monitoring and review:

Person responsible for assessment:

| Version | Date | Notes (e.g. Initial draft, amended following consultation) |
|---------|------------------|---|
| 1 | 30 November 2018 | Initial Draft |
| 2 | 10 December 2018 | Amended following consultation with service |

Service and Community Impact Assessment (SCIA)

Front Sheet: Corporate Parenting & Placements for Looked After Children and Young People

Directorate and Service Area:

Children Education and Families – Children’s Corporate Parenting

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

The assessment has been prepared to consider the proposed changes to a range of services provided to Looked After Children (LAC). A set of changed policy and practice is being implemented across the LAC service which includes;

- Improved decision making to become LAC
- Reconnecting LAC with their birth families
- Improvements in the Fostering Service
- Expanding Supported Lodgings Provision for post year 11 LAC
- Prevention of unregulated placements
- Review of all Third-Party Service Spend

These proposals are made up of a range of changes within the Corporate Parenting Service for CEF. The changes are being implemented to deliver improved services to LAC which can also deliver financial efficiencies as set out within the MTFP.

Responsible owner / senior officer:

Lara Patel – Deputy Director Corporate Parenting

Date of assessment:

05 December 2018

Summary of judgement:

The impact of these changes will be upon all Looked After Children (LAC) and young people. The changes have all been driven primarily with the intention of reducing unnecessary delay in the LAC process, providing the most appropriate placement provision for LAC, reducing change and disruption of placements and enhancing the ability of the Council to place children as near to their families and communities and possible.

The proposed changes to practice and service provision will all be conducted to meet the Council’s requirements as set out within the Children Act 1989 and all related statutory guidance for LAC and care leavers.

It is not intended that the changes will result in any detrimental impact upon looked after children and young people. On the contrary the changes and improvements are intended to provide a better service for this service user group.

Detail of Assessment:

Purpose of assessment:

The purpose of the assessment is to ensure that the proposed review and changes to LAC services do not adversely affect this group of children and young people and that the Council continues to provide good services to them. Services will continue to meet the statutory requirements of the Council as set out within the Children Act 1989 and associated statutory guidance and regulations.

In undertaking this assessment, the Council has given due regard to Section 149 of the Equalities Act 2010 in exercising its functions.

Social Value

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934¹ might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract. In this case the proposals will enhance the social value by improving the choice and quality of services provided to LAC.

Context / Background:

A demographic pressure exists within the number of Looked After Children (LAC) within Oxfordshire. This budget includes the mainstream LAC, which excludes children with disabilities and Unaccompanied Asylum Seeking Children which currently total 99.

The overall LAC population has increased from 460 in 2013/14 to 755 at the end of September 2018, an increase of 64%, and since the end of 2017/18 numbers have increased from 684, an increase of 10%, which could lead to a 20% increase in 2018/19 if extrapolated. Most of this increase has been within mainstream placement provision (foster placements).

As a result, there is a forecast overspend due to demography which means that the Council need to review and change the way that services are provided. The service is also required to make efficiencies in line with the Council's MTFP. The Council must also consider how to plan and fund a range of possible growth scenarios.

In order to meet these demands, the service has been reviewed and a series of improvements and changes have been proposed. The service is regulated by Ofsted so all changes will be implemented in line with statutory requirements and to meet the criteria for a good service as set out in the statutory guidance.

Proposals:

The Council has developed a range of service changes and improvements related to LAC provision that will reduce the need for expensive out of authority placements; will reduce unnecessary delay in care planning; will expand service provision; and offer more placements that are local and meet individual children's needs. By reducing delay and providing more in-house placement provision the Council make significant financial savings as set out within the Cabinet report. Over the period 2019/20 to 2020/23 savings proposed total £7.085m as follows;

- Improved decision making to become LAC – facilitating savings across the service
- Reconnecting LAC with their birth families - £2.491
- Improvements in the Fostering Service - £1.104
- Expanding Supported Lodgings Provision for post year 11 LAC - £0.240
- Prevention of unregulated placements - £0.100m
- Review of Third Party Service Spend - £3.150

It is proposed that the following changes to the service will be implemented;

Improved decision making to become LAC – The implementation of an Entry to Care Panel that is chaired by the Deputy Director - Corporate Parenting, to ensure consistent and timely decision making for all new LAC. This Panel maintain's close oversight of all decisions to bring a child into care to consider diversionary activity to prevent the child becoming LAC; ensure that the most appropriate service provision is made available to that child with the intention of progressing their care plan without delay; and to ensure they achieve the best possible outcomes.

Reconnecting LAC with their birth families - Due to demand on local authority looked after children services there is a need to improve the effectiveness of the Reconnecting Meetings to increase the number of children leaving care. The main practice model to implement this work will be via the NSPCC Reunification Model, which will be rolled out across all LAC teams. As part of this initiative the service is also undertaking focused work to step-down children from high cost residential provision into bespoke foster placement provision. This will only take place where the change in accommodation clearly meets the needs of the child and is part of their agreed care plan.

Improvements in the Fostering Service - Oxfordshire County Council are the Corporate Parents for 755 Looked after Children (September 2018). These children and young people are placed across a wide range of carers, ranging from Kinship carers, Special Guardians, mainstream Foster Carers and Residential homes. Of this cohort, 363 (September 2018) children and young people are placed in 'mainstream' foster carers, either within the county of Oxfordshire or in neighbouring counties or further afield. This project has been scoped to focus on these 'mainstream' foster carers, of which 178 are classed as 'in-house' foster carers and 185 are foster carers provided by Independent Fostering Agencies (IFA). To achieve this increase in

carers and compete in this challenging market once again, OCC would need to review and enhance their full 'offer' to in-house carers. This may not necessarily be a financial offer but one of enhanced support to foster carers, leaner processes, more efficient systems and a stronger approach to marketing/advertising, leading to a stronger presence in the market.

Expanding Supported Lodgings Provision for post year 11 LAC - Supported Lodgings enable single children aged sixteen and above to be offered accommodation in a home environment when leaving foster care or residential care. The placements are provided by registered carers who can offer a bedroom in their homes, along with 10 hours of support to care leavers. Oxfordshire is currently extending its supported lodgings policy and procedure to ensure that there is a sufficient pool of providers available to meet the needs of those young people who would benefit from this support and ensure that valuable fostering and residential resources are made available for other children whom require them. This will reduce the need for higher cost external independently provided foster placements.

Prevention of unregulated placements - The Council has a challenge to identify children's placements for our most vulnerable and complex children and particularly for those children in care for whom a specialist crisis provision is required following a placement breakdown. The service will therefore invest to provide a specific resource that is suitable of providing a crisis bed to meet the needs of our complex and high risk looked after children. This provision will be used to reduce the use of making unregulated placements which, are both high cost and present a high level of risk to the child and staff involved.

Review of Third Party Spend – Some placements and services are provided under contract with third party providers. The Council is undertaking a review of all such contracts to ensure that they offer best value for money and that all possible discounts and financial savings are being delivered within the contracts. The financial efficiencies made through this activity will not affect the quality or capacity of the services being offered to LAC but will be driven through tighter contract management.

Evidence / Intelligence:

The proposals and service developments have been considered as part of a wide range of evidence gathering, consultation and advice from across the service, service users and service providers.

The proposals are all informed by the Council's CEF Sufficiency Strategy (2018) which outlines the key requirements for LAC services based on demographic information, service analysis and the statutory regulatory framework.

The proposals are also the subject to close monitoring and scrutiny as part of the Children's Transformation Programme governance structure. This ensures that appropriate risk management and regulatory guidance is considered in relation to the different proposals.

Alternatives considered / rejected:

A range of service options have been considered for each of the service proposals in line with the statutory requirements as set out within the Children Act 1989. The options have been considered alongside the current service provision which will be

maintained as the new service are developed and implemented. Where appropriate the service proposals have outlined option appraisals as part of the Transformation Programme documentation which detail benefits and risk associated with them.

Impact on Individuals and Communities:

Community / Group being assessed (as per list above – e.g. age, rural communities – do an assessment for each one on the list)

| Risks | Mitigations |
|---|--|
| Service to LAC children deteriorate. | <ul style="list-style-type: none"> • LAC placement options will be enhanced and improved. • Local Fostering provision will be expanded to offer better quality placements • Expanded Fostering service will be able to provide greater likelihood that LAC will be placed nearer to their home community. |
| There will not be enough LAC placements to meet the Council's statutory responsibility. | <ul style="list-style-type: none"> • The proposals will increase the number of placements available to meet the increased number of LAC. • The quality of provision will remain high because all of the proposals will meet the requirements of the statutory regulator, Ofsted. |

Impact on Staff:

| Risks | Mitigations |
|---|---|
| Increased workload within the Fostering Assessment Teams. | Additional staffing is planned for those services that increase in size (Fostering) |
| | |

Impact on other Council services:

| Risks | Mitigations |
|---|---|
| Increase cost to other Council services | Without savings in CEF other services would need to take a greater share of financial pressure to balance the budget. |

| | |
|--|--|
| | Better placement outcomes in childhood will help to reduce demand/need in adult services |
| | |

Impact on providers:

| Risks | Mitigations |
|---|--|
| Service providers will be affected by the management and possible reduction in the use of their services. | Ongoing plans are in place to consult with providers of specialist placement services to LAC in Oxfordshire. |
| | |

Action plan:

| Action | By When | Person responsible |
|---|--|--------------------|
| All of the proposals form part of the Children's Transformation Programme which includes detailed action plans and monitoring arrangements to progress them | Monthly through the Children's Transformation Board. | Lara Patel |

Monitoring and review:

Person responsible for assessment:

| Version | Date | Notes (e.g. Initial draft, amended following consultation) |
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| 1 | 30 November 2018 | Initial Draft |
| 2 | 05 December 2018 | Amended following consultation with service |