

Delegated Decisions by Cabinet Member for Adult Services

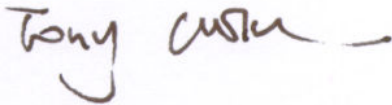
***Wednesday, 4 November 2009 at 12.50 pm
County Hall***

Items for Decision

The items for decision under individual Cabinet Members' delegated powers are listed overleaf, with indicative timings, and the related reports are attached. Decisions taken will become effective at the end of the working day on 12 November 2009 unless called in by that date for review by the appropriate Scrutiny Committee.

Copies of the reports are circulated (by e-mail) to all members of the County Council.

These proceedings are open to the public



Tony Cloke
Assistant Head of Legal & Democratic Services

October 2009

Contact Officer: *Kath Coldwell*
Tel: (01865) 815902; E-Mail: kath.coldwell@oxfordshire.gov.uk

Note: Date of next meeting: 1 December 2009

If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, but please give as much notice as possible before the meeting.

Items for Decision

1. **Declarations of Interest**

2. **Questions from County Councillors**

Any county councillor may, by giving notice to the Proper Officer by 9 am on the working day before the meeting, ask a question on any matter in respect of the Cabinet Member's delegated powers.

The number of questions which may be asked by any councillor at any one meeting is limited to two (or one question with notice and a supplementary question at the meeting) and the time for questions will be limited to 30 minutes in total. As with questions at Council, any questions which remain unanswered at the end of this item will receive a written response.

Questions received after the despatch of the agenda, but before the deadline, will be shown on the Schedule of Addenda circulated at the meeting, together with any written response which is available at that time.

3. **Petitions and Public Address**

4. **Social Care Green Paper - Shaping the Future of Care Together** (Pages 1 - 4)

The Cabinet Member for Adult Services is RECOMMENDED to agree the response at Annex 1 for submission to the Department of Health.

5. **Provision of Housing and Related Support Services for Young People Including Care Leavers, Unaccompanied Asylum Seeking Children, Vulnerable Young People and Teenage Parents** (Pages 5 - 16)

The Cabinet Member for Adult Services is RECOMMENDED to confirm the award of contracts as follows:

- (a) **Young people's service based in Vale of White Horse District Council area;** Guinness Care and Support are awarded a contract for 21 units.
- (b) **Teenage parent's service based in Vale of White Horse District Council area;** No contract is awarded and the service is re-tendered.
- (c) **Young people's service based in South Oxfordshire District Council area;** Stonham are awarded a contract for 11 units.
- (d) **Teenage parent's service based in South Oxfordshire District Council area;** No contract is awarded and the service is re-tendered.

- (e) **Young people's service based in West Oxfordshire District Council area;** No contract is awarded and the service is re-tendered.
 - (f) **Teenage parent's service based in West Oxfordshire District Council area;** Stonham are awarded a contract for 6 units.
 - (g) **Young people's service based in Oxford City Council;** BCHA are awarded a contract for 27 units.
 - (h) **Teenage parent's service based in Oxford City Council Teenage parent's service;** Stonham are awarded a contract for 17 units.
 - (i) **Young people's service based in Cherwell District Council area;** Stonham are awarded a contract for 9 units in Bicester and Sanctuary Housing are awarded a contract for 19 units in Banbury.
 - (j) **Teenage parent's service based in Cherwell District Council area;** Stonham are awarded a contract for 4 units in Bicester and Sanctuary Housing are awarded a contract for 20 units in Banbury
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Division(s): All

CABINET MEMBER FOR ADULT SERVICES - 4 NOVEMBER 2009

SHAPING THE FUTURE OF SOCIAL CARE TOGETHER RESPONSE OF OXFORDSHIRE COUNTY COUNCIL TO THE GREEN PAPER

Report by Director for Social & Community Services

Introduction

1. The attached Annex sets out a proposed response of Oxfordshire County Council to the Green Paper "Shaping the Future of Social Care Together". It reflects informal discussions with Cabinet colleagues and discussions at the Adult Services Scrutiny Committee on 15 October 2009. However, ultimate responsibility for this response lies with the Cabinet Member for Adult Services and the Leader of the Council (with responsibility for Finance).
2. The financial implications are discussed in the response.
3. This report will also be considered by the Leader of the Council.

RECOMMENDATION

4. ***The Cabinet Member for Adult Services is RECOMMENDED to agree the response at Annex 1 for submission to the Department of Health.***

JOHN JACKSON
Director for Social & Community Services

Contact Officer: John Jackson, Director for Social & Community Services
Tel: 01865 323572

October 2009

Shaping the Future of Social Care Together

Response of Oxfordshire County Council to the Green Paper

1. This paper sets out the response of Oxfordshire County Council to the Green Paper “Shaping the Future of Social Care Together”. It reflects informal discussions with Cabinet colleagues and discussions at our Adult Services Scrutiny Committee on 15th October 2009. However, ultimate responsibility for this response rests with us as the Cabinet Member for Adult Services and the Leader of the Council (with responsibility for Finance). This response was agreed under our delegated powers on 4th November 2009.
2. Oxfordshire County Council believes that there is a need to change the current arrangements but that any changes must build on good practice currently in place. We give examples of good practice already in place here in Oxfordshire in paragraph 8 below. We recognize that there are serious financial pressures on the adult social care system and that those pressures will get worse over the medium and longer term. Oxfordshire County Council has made a very significant investment to respond to the demographic pressures that we face (investing £35m extra annually by the end of the current medium term service and resource plan ending in 2013/14). This investment has been made despite the absence of any additional resources from central government. However, it is difficult to see how the County Council can make a similar investment over the next five year period unless extra resources are contributed from other sources.
3. We believe that there are some serious shortcomings with the Green Paper. In particular we would highlight the following:
 - The Green Paper has been several years in gestation. As a result it does not reflect the very serious financial pressures now facing the public sector.
 - Any changes will require reform of primary legislation such as the National Assistance Act 1948. We would support changes to bring this legislation up to date. However, there is no mention in the Green Paper of how this legislation should be amended.
 - There is no mention of eligibility criteria and the review of Fair Access to Care Services (FACS). It is completely unclear how the proposals will impact at a local level where eligibility criteria vary currently.
 - We do not believe that the Green Paper is especially helpful in taking forward the agenda set out in Putting People First (see paragraph 7 below).
 - It is unfortunate that the Green Paper places so much emphasis on the costs of residential care when Putting People First rightly places so much focus on community based services, prevention and early intervention.
 - It is also unfortunate that the Green Paper focuses so much on the issues facing older people at the expense of younger adults who will receive or already receive social care.
 - There is no consideration of the impact on providers of social care whether domiciliary care or residential care.

- Overall, there is a significant lack of detail which makes it very difficult to come up with definitive responses because it is unclear what will be the implications for individuals or local authorities.
4. Whilst we do support the expectations set out on pages 10 and 11 of the Green Paper, we do not support the concept of a National Care Service as defined on page 47 of the Green Paper: “a National Care Service where everyone gets a consistent service wherever they live in England, and where everyone gets help with their high-level care costs”. There is a very clear danger that this will create unrealistic expectations amongst the public which can not be delivered.
 5. The idea of a “National Care Service” is clearly based on the concept of the National Health Service. However, the National Health Service does not deliver “a consistent service”. If an individual has a stroke, their chances of survival and then recovering will depend on where they live in the country. This is not just a reflection on the socio-economic profile of an area but also the quality of care that is provided (by both health care and social care) and the priority that the stroke pathway has been given by the PCT and the local authority.
 6. We also believe very strongly that locally agreed services reflecting local needs are the best way to deliver value for money and the best quality of services within the resources available.
 7. As we have already commented, we do not believe that the Green Paper advances the agenda set out in Putting People First. We would accept that the expectations set out on pages 10 and 11 are consistent with the direction set out in Putting People First. In addition, the widespread application of personal budgets will reinforce concerns about whether it is fair that some people have to pay for their social care so it is right that there is some discussion about possible alternatives. The Green Paper highlights the importance of prevention, early intervention and reablement. These are crucial to Putting People First. However, it is almost silent on how these will be encouraged or required. There are similar concerns about how joint working with the NHS will be encouraged (see paragraph 8 below).
 8. Oxfordshire has a national reputation for the quality of the partnership working between local government and the health service. This was acknowledged by Phil Hope in the debate on 14th July on the transfer of funding for adults with learning disabilities initiated by Andrew Smith MP. The excellent working relationships have not happened by chance. They reflect the personal commitment to joint working over many years from both executive and non-executives within both the health service and local government in Oxfordshire. The Green Paper assumes that this is a matter of mindsets and behaviour alongside shared goals and joint ways of working (see page 12 of the Executive Summary). Whilst this has been effective in Oxfordshire it is not clear that this will automatically work elsewhere within England unless there are very strong pressures which require this to happen. This does not need to involve structural change (as the Green Paper says). However, it would be helped if there were clear requirement placed on all Primary Care Trusts and

local authorities to adopt some of the mechanisms in place in Oxfordshire such as pooled budgets, joint commissioning and integrated teams of social and health care. These requirements might be expressed through a new concordat on joint working.

9. The Green Paper sets out 5 possible funding options. We agree that Option 1. "Pay for yourself" should be ruled out for the reasons given in the Green Paper. We would also agree that Option 5 should be ruled out but for different reasons to those quoted in the Green Paper. The reason given in the Green Paper is that "it places a heavy burden on people of working age". Exactly the same argument could be applied to the funding of the NHS. In our opinion the real reason that Option 5 should be ruled out is that it is quite simply unaffordable given the immense pressures on the public purse at the current time and the demand for ever increasing resources for adult social care to respond to the demographic pressures.
10. Of the three other options we agree with the principle of the Option 2 "Partnership" although any final decision ought to be taken in the light of assessing the implications for those currently receiving Attendance Allowance/Disability Benefits. It is not clear how many people may be disadvantaged and to what extent.
11. We do not believe that a voluntary insurance scheme will work and we anticipate that this will be the reaction of insurance companies. Voluntary schemes do exist at the moment but they are very unsuccessful. This means that a compulsory insurance scheme is the "least worst" option. However, much more work is required to understand how it might work.
12. There is no consideration in the Green Paper of the financial implications for local authorities. This means that local authorities will be reluctant to commit to any radical change unless they understand the implications for their overall funding and its possible impact on other services and on the council taxpayer. One important financial aspect is that the current system provides local authorities with a powerful incentive to keep down the total level of spending on adult social care because any extra costs fall on the council taxpayer. Thus they seek to achieve value for money from the services they buy or provide themselves. They also have a powerful incentive to promote community based options along with prevention and early intervention because this keeps people out of (or delays their admission into) the more expensive intensive forms of care. Any new system must provide similar incentives to encourage good behaviour by both organisations and individuals.

Councillor Jim Couchman
Cabinet Member for Adult Services

Councillor Keith Mitchell CBE
Leader of the Council

Oxfordshire County Council

Date to be inserted after the response has been agreed.

Division(s): All

CABINET MEMBER FOR ADULT SERVICES – 4 NOVEMBER 2009

PROVISION OF HOUSING AND RELATED SUPPORT SERVICES FOR YOUNG PEOPLE AND TEENAGE PARENTS.

Report by Director for Social & Community Services

Introduction

Purpose of the paper and key issues:

1. To provide recommended options for the contract awards for the young person's and teenage parent's accommodation and support services in service package five across Oxfordshire.

Background

2. In May 2009, Oxfordshire's Joint Commissioning Strategy 2009-2014 was published setting out the approach to improving the quality, effectiveness and value for money of housing and related support services for young people and families. Funding for the strategy was brought together from the following sources:
 1. Children, Young People and Families Directorate (CYPF) in relation to care leavers aged 16 and 17 and unaccompanied asylum seeking children
 2. Supporting People Partnership for housing related support for 16 – 24 year olds who require supported housing
 3. Oxford City Council for a reconnection and referral service in Oxford
 4. Oxford City, Cherwell, South Oxfordshire and Vale of White House District Councils who are contributing towards a supported lodgings service, along with Supporting People and CYPF.
3. It was agreed in March 2009 that the procurement would be by open tender. The Invitation to Tender (ITT) was issued in early June 2009, with a closing date of 13 July 2009. Organisations were invited to bid for a range of provision across five service package areas:
 - **Service Package 1:** Reconnection and Referral Service in Oxford City
 - **Service Package 2:** Housing and support for Unaccompanied Asylum Seeking Children (UASC) in Oxford
 - **Service Package 3:** Supported Lodgings Service across Oxfordshire
 - **Service Package 4:** Housing and support high risk young people with multiple needs
 - **Service Package 5:** Supported Housing for single young people and young families, across all five districts.

Service packages one to four are funded through CYP&F while service package five is funded through the Supporting People partnership's budget.

4. All bids, across all service packages, were scored on a 60/40, quality/cost basis.
5. The joint commissioning process included representatives from all of the City and District Councils, CYPF and the Supporting People team. These representatives formed the project steering group. In July 2009 all of the partners signed a formal partnering agreement relating to the procurement of housing and related support services for young people and young families.
6. The Invitation to Tender documentation provided full details of the procurement process and identified that it, 'may comprise of any or all of the following elements - tender response, supplier presentation and site visits.' In addition, it highlighted, 'the right to shortlist tenderers after the tender stage and invite short listed applicants to the supplier presentation stage'.
7. All of the proposals, across all of the service packages, were evaluated in line with the process that was set out in the ITT documentation, and the outcome cannot be changed.
8. The tables in Annex 1 show the scores achieved, in percentages, by all of the organisations who were invited to the presentation stage. The overall cost of each bid over the three year life of the contract is also shown, as are the unit costs.

Reasons why Annex is Exempt

9. *Annex 1 contains information that has been supplied in commercial confidence.*

The public should therefore be excluded during consideration of Annex 1 because its discussion in public would be likely to lead to the disclosure to members of the public present information in the following category prescribed by Part 1 of Schedule 12A to the Local Government Act 1972 (as amended):

Category 3 Information relating to the financial or business affairs of any particular person (including the authority holding that information) and since it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, in that where information has been supplied in commercial confidence such disclosure would prejudice the commercial position of the parties involved.

RECOMMENDATION

10. **The Cabinet Member for Adult Services is RECOMMENDED to confirm the award of contracts as follows:**
 - (a) **Young people's service based in Vale of White Horse District Council area;** Guinness Care and Support are awarded a contract for 21 units.

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JOHN JACKSON
Director for Social & Community Services

Contact Officer: John Terry, Project Manager, Children Young People & Families, Tel: (01865) 323103

October 2009

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Pathway through young people’s housing and related support for young people aged 16-24 years.

Prevention, Assessment, Referral	Access	Progression	Move – through	Independence	
Assessment completed by social worker		Service package 2: Housing and support for Unaccompanied Asylum Seeking Children (UASCs) <i>Based in Oxford City only</i>			
1a) For 16 & 17s: • YPHA completed jointly by a social worker and housing officer 1b) For young people in care /care leavers: • YPHA completed by Leaving Care / social worker	Service package 1: Reconnection and referral <i>In Oxford City only</i>	Service package 3: Supported Lodgings <i>Accessible to young people from across Oxfordshire</i>			
1c) For 18 - 25s: • YPHA completed as a referral form by approved organisation		Service package 4: Housing for high risk young people with multiple needs <i>Accessible to young people from across Oxfordshire</i>			
2) If supported housing need: • YPHA sent to relevant referral co-ordinator in district or social care • Referral sent to relevant service 3) service processes referral and offers place			Service package 5: Supported housing with <i>Based in all districts</i>	Step-down & Out-reach	
				Floating support	
Average time in service (months)	1 month	1.5 – 6 months	6-18 months	6 months	3 mths

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