

Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:

Social and Community Services, Joint Commissioning

What is being assessed:

Proposed options for daytime support

Responsible owner / senior officer:

Benedict Leigh, Lead Commissioner, Adults

Date of assessment:

October 2016, updated January 2017 following public consultation

Summary of judgement:

In developing our understanding of the needs for daytime support in Oxfordshire we listened to over 600 people who use daytime support, their carers, as well as providers of care and support, and community groups. People told us their priorities, and we took these into account in developing a new, sustainable model for daytime support. We have now consulted on this model and options for delivering it and over 1000 people have shared their views. This assessment is of the recommended way forward.

There are potential positive impacts of the proposed model, enabling a daytime support offer which is sustainable and fit for the future in a challenging financial context. It introduces support for the development of new opportunities, offers a more flexible council-provided service, providing a range of support options to meet different needs as well as directly delivering transport to people who are eligible for this support.

There are potential negative impacts for some people with daytime support needs and their carers resulting from a reduction in funding for community and voluntary support and associated transport, and the replacement of council-provided Health and Wellbeing Centres and Learning Disability Daytime Support Services with a new countywide, flexible Community Support Service.

This is particularly likely to impact on people with the protected characteristics relating to age, disability, gender and ethnicity. However, the model includes a number of mitigations to this, including support and sustainability funding for community and voluntary services, and personalised transition support for people who are affected by the changes.

This is also reflected in mitigating the potential impacts on providers; we will offer support to enable community and voluntary provided daytime support services to transition to more self-sustaining models, as well as funding to those that are in areas of greatest need. We anticipate potential negative impacts for some staff,

particularly in the council's daytime support services. We will mitigate this through a staff consultation process, alongside staff support.

Detail of Assessment:

Purpose of assessment:

This assessment considers the impact of the proposed model for daytime support in Oxfordshire. The assessment considers the possible impact on the local population, whether this could impact differently on specific groups, and how the impact could be mitigated.

This assessment considers the possible impact of the recommended model, which has been amended in light of feedback received during the public consultation. The full results of the consultation are set out in the Consultation Report, and the recommended model in response is set out in the associated Cabinet paper.

This assessment also fulfils the council's requirements under Section 149 of the Equalities Act 2010, as set out below:

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:

- 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.

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

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.

Context / Background:

We carried out a review of daytime support for people aged over 18 in Oxfordshire. The review focused on understanding the needs of vulnerable people for daytime support, specifically support to meet eligible care needs and support that prevents care needs escalating.

The review started in March 2016 and involved engagement work with more than 600 people currently using services, and their carers. It also involved detailed modelling work and appraisal of a range of options.

It covered voluntary and community provided daytime support, health and wellbeing centres, learning disability daytime support services, and the associated transport arrangements. This review was linked to: the review of respite services and the Oxfordshire carers' strategy and carers' personal budgets review.

The purpose of the review was to:

- Identify the needs of the population of Oxfordshire for daytime support
- Describe Oxfordshire County Council's aims in relation to daytime support
- Propose a model and options for future daytime support that meet the council's aims, statutory needs and are in the context of the current financial resources

¹ [EC Procurement Threshold for Services](#)

The public consultation on the proposals resulting from the review, took place in autumn 2016. Over 1000 people responded, sharing their views on the proposed options and their potential impact. Further information is available in the associated Consultation Report. The recommended way forward in response, is set out in the associated Cabinet paper. Further detail on our response to points raised during the consultation is set out in the Response to the Consultation. This assessment is of the recommended way forward.

Proposals:

Personal budgets for everyone with eligible needs enabling choice between a range of voluntary sector, private sector, and county council services.

Open access tailored support for more vulnerable people delivered through the Dementia Support Service, which will continue to provide support to people with dementia and their families through Dementia Advisors, and the Wellbeing and Employment Service, which will continue to provide support to people aged over 18 with learning disabilities, autism and physical disabilities.

Supporting people to **live well in the community** through: information and advice; council services such as our bookable transport service, The Comet; and voluntary and community sector support. This includes grant funding – an Innovation Fund for the development of self-sustaining projects, and a Sustainability Fund for the ongoing delivery of targeted daytime support opportunities in areas of high need in the county; and other support including advice and support to develop self-sustaining models, and support to develop Good Neighbourhood Schemes.

A **council-provided**, countywide, flexible **Community Support Service**, which people can choose to purchase using Personal Budgets or self-fund. This service would replace our Health and Wellbeing Centres and Learning Disability Daytime support Services. It will support people with a wide range of needs for daytime support, including older people, people with learning disabilities, people with physical disabilities and people with dementia. It will provide transport integral to the service, to people eligible for transport support. It will be delivered from 8 buildings, in Oxford, Banbury, Didcot, Witney, Bicester, Wantage, Abingdon and Wallingford. These will provide multi-functional spaces, and deliver individual and group support, using facilities available at the base as well as in local communities.

Further information on this proposed model of daytime support, including costs, is available in the Cabinet paper.

Evidence / Intelligence

The public consultation launched on 1 November 2016 and closed on 20 December 2016. More than 1000 people responded. A wide range of people took part, including people who use services, carers, providers and professionals. The analysis and full Consultation Report was undertaken by The Campaign Company; available as part of the associated papers.

The key messages from the consultation were: concerns about funding changes to familiar and trusted services; and the impact of the reduction of centres and staff on the quality of services experienced by people who use services. There was some support for the building-based Community Support Service.

There was concern about the changes to transport and the importance of accessibility of services was emphasised. There was also an emphasis on the need for transition time and resources for currently funded services.

Key needs that were highlighted in addition to those already outlined included: carers' opportunities for work, the importance of routine and security, as well as independence and stimulating activities for people using services; and access to expert support. Specific references were also frequently made to the needs of people with autism.

Concern was expressed that people who are not classified as 'vulnerable', but who rely on daytime support centres, will be disproportionately affected. Many people also raised that there will be a specific negative impact on carers, due to less respite as a consequence of fewer centre-based activities.

The final proposals reflect this feedback, and are intended to mitigate for these potential impacts.

Further information about people's needs for daytime support, and current use of daytime support, is available in the Report of the Review of Daytime Support, in the associated papers.

Alternatives considered / rejected:

This review followed the joint budget that was set by the County Council in February 2016 and committed a review of Oxfordshire County Council Health and Wellbeing Centres and community and voluntary sector provided and Oxfordshire County Council part funded daytime support for older people (tier 2) to save £1 million. It has taken place in the context of the council having £15.2 million of unidentified savings to make between 2017/18 and 2019/20.

The savings proposals previously considered and rejected were: ceasing to provide Health and Wellbeing Centres mostly for older people; ceasing £992,000 of grant funding to tier 2 community and voluntary daytime support services mostly for older people; and ceasing to provide associated transport.

The review looked at daytime support for all adults in Oxfordshire, as daytime support is an important part of the lives of many older people, people with dementia, people with learning disabilities and people with physical disabilities. It provides vital links to the community that help people to live independent and fulfilling lives. We want to ensure it meets a wide range of needs and is fit for the future and sustainable over the longer term, in a challenging financial context. Leaving current arrangements unchanged was not an option, as the current model does not meet the

full range of needs for daytime support, people's changing aspirations, and the challenging financial context.

The proposed model offers support to enable people to live well in their communities, offers additional tailored support to vulnerable people to increase their wellbeing and live as independently as possible, and provides a core service to people who have assessed eligible needs for support.

The options proposed for meeting people's assessed eligible needs for support acknowledges that as more and more people in Oxfordshire with assessed eligible needs have been able to choose how to use their own personal care budgets, there is a great deal more choice of services on offer. We considered the option of moving all the provision of daytime support into the community and voluntary and private sectors. This would have been funded via personal budgets. However, this was not taken forward, on the basis that a council provided service could act as a provider of last resort, mitigate the risks of market failure and of specific provider failure, and increase the choice available to individuals.

In developing the options for the Community Support Service proposed, we took into account the priorities and ideas shared by the working group of people who use daytime support services and carers. Priorities included ensuring a flexible range of support and facilities to meet people's needs, and opportunities for people to take part in stimulating activities – further information is available in the appendices to the Report of the Review of Daytime Support. Modelling work was also carried out to explore different options. Further information on the options explored is provided in Appendix 6 - Methodology for determining council provided Community Support Service.

We consulted on two options for delivering the Community Support Service: a building-based model or a mixed-model. The option of a mixed-model for delivering the Community Support Service has not been taken forward, as a preference was shown for the building-based service option.

Impact Assessment:

Impact on Individuals and Communities:

The reduction in funding for daytime support, if it results in a reduction in the availability of service, may have an adverse impact on people using these services and their carers if there is no suitable mitigation in place. The main risks and mitigations are detailed below.

Further information is also available in the associated papers.

People using currently funded tier 2 services – community and voluntary daytime support services

We will replace our current annual funding for 47 community daytime support services of £992,000 a year, with grant pots which services could bid for under the following two categories:

Sustainability fund - We will provide grants to enable the ongoing delivery of daytime support services in areas of high need.

Innovation fund - We will provide one-off grant funding to establish self-sustaining projects to fill gaps in services.

We will offer support to voluntary and community organisations to become self-sustaining, and communities to develop local solutions, through the community and voluntary sector support we fund.

We will work with affected services to find alternatives to current transport arrangements, including offering our bookable transport service (The Comet) and supporting the development of Good Neighbour Schemes.

These mitigations are designed to reduce the likelihood of a reduction in service availability, and thus potential adverse effects.

People using currently provided tier 3 services – Health and Wellbeing Centres & Learning Disability Daytime Support Services

The Community Support Service will replace our Health and Wellbeing Centres and Learning Disability Daytime Support Services. People could choose to purchase support from this council-provided, countywide, flexible service, using Personal Budgets or self-funding.

We understand that people are concerned about how the new Community Support Service will work in practice, and the potential impact of a reduced number of centres on the impact and quality of care that people receive. We address these concerns in the Response to the Consultation paper. In summary, we will ensure good-quality, person-centred support is provided by skilled and experienced staff; we will ensure that buildings are large enough to accommodate different requirements; we will ensure that people are fully supported through the changes; and we will ensure that everyone who is eligible for transport support receives this, irrespective of where in the county they live.

Transition

In the event that these changes are agreed to daytime support, transition support will be in place to ensure that people using current services are supported through the changes. Everyone will be offered the opportunity of an assessment, to determine whether they have eligible needs for support. Everyone who has assessed eligible needs for support will be supported to explore their options and decide how they

want their needs to be met in the future, in accordance with their needs, aspirations and resources. This will include a dedicated team of Oxfordshire County Council staff to support this, working with people using services and with their families and staff who know them well. There will be several months for our skilled and experienced staff in our current daytime support services to support people through changes.

The Community Information Network would prioritise working with people who have been attending Health & Wellbeing Centres and other directly affected services and have been assessed as not having eligible social care needs, or have decided not to have a social care needs assessment. They will assist these people to find alternative day time support in their communities, providing a 'bespoke package' of information and advice relevant to each individual. This could include choosing to buy a council service, befriending, transport, practical support from a good neighbour scheme, attending a local lunch club, or joining a local social group. This will ensure that people who currently benefit from daytime support opportunities but who are assessed as not meeting the eligibility criteria for support from the council, are still provided with personalised support to explore their options.

Through the transition support for community and voluntary sector daytime support services, we intend to encourage as many of these services as possible to decide to continue. As well as providing continuity for the people who benefit from them, this will help to ensure that various daytime support opportunities exist in communities across the county, including for people who are currently using council-provided services who may not choose to use the new Community Support Service.

Summary of risks and mitigations for people with daytime support needs

Risk	Mitigation
<p>There is a risk that, if the proposed new model for daytime support is not effective in enabling services to continue and in helping alternatives to develop and supporting people to use them, people’s existing needs may escalate as a result of not receiving daytime support.</p>	<p>The proposed model includes support to enable community and voluntary support to continue and develop, as well as to support new self-sustaining initiatives to develop.</p> <p>The proposed options include support and funding to increase the range of support options available. This could have a positive impact, as support options are developed to reflect new or unmet demand.</p> <p>The council would also ensure people are aware of alternative ways to meet their care and support needs, through the information and advice proposals. The council will also ensure people who have eligible needs for care and support, are supported to meet them.</p> <p>The new council service will provide flexible, countywide support to meet a wide range of</p>

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	<p>needs. This could increase the suitability of support, to meet a wider range of needs.</p>
<p>There is an increased risk of social isolation amongst people using daytime support services if the daytime support service remains open, but funding for transport to the centre is removed as this would limit access for those who rely on council-funded transport (e.g. adjusted minibuses for wheelchair users)</p> <p>There could be an increased risk of this in more isolated, rural communities without public transport links.</p>	<p>Transport support will be provided to everyone who is eligible for transport support, in accordance with their assessed needs. Information and advice will be provided to people using services about alternative sources of transport available across the county.</p> <p>Voluntary and community sector providers may be able to source transport to their services for people in need of this. The council will work with affected services to find alternatives. There will be a particular focus on supporting services which currently rely on council provided transport, to identify alternatives. The council will offer The Comet, our bookable transport service. The council will also facilitate the development of good neighbourhood schemes, which offer transport alongside befriending and practical support.</p> <p>Support will be targeted at most affected communities, and solutions tailored to their needs and local available resources.</p>
<p>There is an increased risk that people with lower incomes will be adversely affected, if community and voluntary provided services become more dependent on raising income from increasing charges. This could also apply to people using council services who are assessed as not having eligible needs, who could choose to self-fund this support or use alternatives.</p>	<p>The Sustainability Fund – yearly grants – will be targeted at enabling the ongoing delivery of daytime support opportunities which are in areas of high need in the county. We will determine this broadly, however we will take into account the index of multiple deprivation, as well as the information we hold on the sustainability of services, the needs and resources of the local community, and on how the service meets our aims for daytime support. This will mitigate the impact of the reduction in grant funding on services which would be most affected and least able to transition to more self-sustaining models of delivery, and therefore, people who use these services.</p> <p>Throughout the transition we will ensure the provision of information and advice, including on benefit checks and support available.</p>
<p>There is a risk that if daytime support services' support is reduced, carers may struggle to find suitable, sustainable</p>	<p>Assessments will be offered to all carers supporting people who use these services, and their needs for support met if they are eligible.</p>

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<p>alternatives which make it possible for them to continue in their caring role. This will especially impact on carers who provide high levels of support, working carers, and carers with other responsibilities, for example caring for children. There is a risk that this could lead to the breakdown of caring relationships, with negative consequences for carers and the person they care for.</p>	<p>Work has taken place with carers to understand their needs within the context of daytime support and proposals have taken these needs into account.</p> <p>We will ensure that people with daytime support needs who need full days of support, and carers who need full days of respite, are able to access this. The Community Support Service will work flexibly, providing support to meet the needs of working carers and carers with other responsibilities.</p> <p>The transition support for community and voluntary sector services is intended to encourage as many of these services as possible to decide to continue. As well as providing continuity for the people who benefit from them, this will help to ensure that various daytime support opportunities exist in communities across the county, including for people who are currently using council-provided services who may not choose to use the new Community Support Service. This will also help to mitigate the potential adverse impact on carers, who benefit or would benefit from this local support.</p>
<p>There is a risk that people using council daytime support services are likely to have to travel further, as the number of locations is reduced.</p>	<p>The Community Support Service will provide countywide support, including on an outreach basis in local communities as well as in building bases. The building base locations chosen were partially modelled on reducing travel distances for people using daytime support services. The average journey would be 4.6km.</p> <p>Integrating the transport into the support service will mean shorter journeys for many people than now, and journeys will be planned flexibly according to individuals' needs.</p>
<p>People with particular conditions and needs could be particularly impacted, if the proposed model is not suitable to meet their needs.</p>	<p>The proposed model for daytime support provides a range of flexible options, to meet different needs.</p> <p>The Community Support Service will provide person-centred, flexible support from skilled and experienced staff. People with eligible needs with Personal Budgets can also choose</p>

	<p>to use these on a range of alternatives, including specialist support.</p> <p>To address autism and dementia skill gaps, we will invest in increasing the capacity of the tailored services – the Wellbeing and Employment Support Service and the Dementia Support Service – to support people with autism, and to enable them to train other daytime support services in dementia support.</p>
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Impact on individuals and communities – protected characteristics

The proposals could particularly impact older people and people with disabilities, who use daytime support. They could also particularly apply to women, as the majority of older people, and carers, are women. They could also particularly apply to people from ethnic minority groups, as more people with ethnic minorities are likely to have a disability. These potential impacts are not likely to be significantly different to those set out above, and therefore the mitigations set out above apply. We anticipate that people with the protected characteristics of gender reassignment, pregnancy and maternity, religion or belief (including lack of belief), sexual orientation, and marriage and civil partnership, are not at risk of being adversely affected by the proposals. There could potentially be a positive impact, as the proposals include support to new initiatives to develop – through the Innovation Fund – which could support targeted initiatives developed to meet particular needs.

Impact on Staff:

Risk	Mitigation
<p>In the short-term, there is a risk that there will be an increased demand for services provided by the adult social care teams.</p>	<p>Effective transition planning will mitigate this risk. It will include the provision of additional staffing resource.</p>
<p>When we look at staffing needs and the structure for the proposed new Community Support Service, they are different from those in the current service. As a consequence of the proposals there are likely to be redundancies across day services and we are anticipating the need to develop new job descriptions.</p>	<p>Following decisions on the overall future shape of daytime support, and as part of the decision-making process in developing the Community Support Service, the full impact on staff will be assessed and an appropriate staff consultation will take place.</p> <p>We want to keep as many people employed in permanent roles as possible and have suspended recruitment to permanent roles to support this process. Support is also available to staff throughout, which staff have been and will continue to be briefed on.</p>

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Impact on other Council services:

In the short-term, there is a risk that there will be an increased demand for services provided by the adult social care teams.

Effective transition planning will mitigate this risk. It will include the provision of additional staffing resource.

Impact on providers:

Risk	Mitigation
<p>The proposals for community and voluntary daytime support services are likely to have adverse impacts on providers of these services who are currently funded by Oxfordshire County Council. This also applies to their staff and volunteers.</p> <p>The extent of this impact will depend on the sustainability of each provider, and how dependent it is on county council funding. It will also depend on whether they opt to seek alternative operating models and/or sources of funding, and how successful they are in achieving this.</p> <p>This is particularly likely to impact on providers in areas of deprivation, with fewer resources particularly financial means of local people to pay for services and potentially, volunteering capacity. This will reduce the likelihood of providers in these areas to develop more self-sustaining models, including generating other sources of income.</p>	<p>Engagement with voluntary and community sector providers will begin early, so that providers can consider:</p> <ul style="list-style-type: none"> • reviewing their business models • planning service changes with local communities • sharing expertise and learning from each other • opportunities for joint working • alternative sources of funding and income generation <p>This will be supported by council-funded voluntary and community infrastructure support, which will work with affected providers to develop self-sustaining models.</p> <p>This will also be supported by the availability of grant funding, which providers can apply for. This will support services which are unable to develop self-sustaining models in areas of high need, as well as enable new self-sustaining initiatives to develop.</p> <p>The Sustainability Fund – yearly grants – will be targeted at enabling the ongoing delivery of daytime support opportunities which are in areas of high need in the county. We will determine this broadly, however we will take into account the index of multiple deprivation, as well as</p>

	<p>the information we hold on the sustainability of services, the needs and resources of the local community, and on how the service meets our aims for daytime support. This will mitigate the impact of the reduction in grant funding on services which would be most affected and least able to transition to more self-sustaining models of delivery.</p> <p>We are recommending significant additional investment in transition support, to provide additional resources, time and support to enable a phased transition. This will mitigate the impact of these proposals on these service providers, in providing more funding and time for them to continue and adapt, and build longer-term resilience to ensure the sustainability of their services.</p>
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Social Value

If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area.

How might the proposal improve the economic well-being of the relevant area?

N/A

How might the proposal improve the environmental well-being of the relevant area?

N/A

Action plan:

Action	By When	Person responsible
<i>Review Service and Community Impact Assessment - incorporating feedback via the public consultation – to feed into the decision-making process.</i>	<i>Post consultation and pre-decision making process – by January 2017</i>	<i>Benedict Leigh</i>
The implementation and development of any new model would be monitored and reviewed, to ensure that impact can be assessed and further	The initial post implementation review is planned to start on 1 st April 2018.	Benedict Leigh

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mitigations developed if required. The council will work closely with its partners in this.		
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Monitoring and review:

Person responsible for assessment: Lead Commissioner

Version	Date	Notes (e.g. Initial draft, amended following consultation)
V1	October 2016	Pre-consultation draft
V2	January 2017	Post-consultation draft