

Performance Scrutiny Committee – 27 October 2016

Reviews And Consultations On Respite, Oxfordshire Carers' Strategy And Carers' Personal Budgets Consultation And Daytime Support

Report by Lead Commissioner Adults

Purpose

1. This paper outlines the development of proposals around three overlapping service areas (respite, carers, and daytime support), with a particular focus on the way that Oxfordshire County Council has engaged with people to develop plans, shape services, and co- design a new offer for Oxfordshire.
2. This report focuses on the process of developing the proposals, planning, and delivery of engagement and consultation (in the case of carers and daytime support). It does not cover the results of the consultations as they have not completed at this point.

Introduction

3. Oxfordshire County Council identified a need to review a range of services as part of overall service improvement and efficiency work. These services included three overlapping areas of work – carers support, respite, and daytime support.
4. Oxfordshire County Council are developing a model of coproduction to ensure that the voice of citizens of Oxfordshire is central to service change. This involves “*a relationship where professionals and citizens share power to plan and deliver support together, recognising that both have vital contributions to make in order to improve quality of life for people and communities.*”
5. Oxfordshire County Council has worked with the Social Care Institute of Excellence (SCIE) to train and support staff to develop this model, and the engagement work undertaken around the respite, carers, and day services work has adopted this way of working. This means that the proposed new service models have been developed following in depth planning and discussions with people who use services and carers.
6. The models that are about to be consulted on have been developed following in depth planning and discussions with people who use services and carers.
7. As plans around these areas were developed with people it became increasingly clear that people in Oxfordshire who use these services do not clearly separate the functions that the services carry out in their lives, and a coordinated approach to consultation and engagement would be necessary. The joint nature of one of the areas of work (carers) meant that a single consultation was not possible.

Co-production and Co-design

8. In Oxfordshire we have a long history of engaging with people who use services and their carers in the development of new services and models for delivery. The work on these reviews builds on previous successful work, including engagement and consultation model used for the Big Plan.
9. Oxfordshire County Council and Oxfordshire Clinical Commissioning Group, embarked on a period of engagement from the 10th November 2014 to 9th Feb 2015. The consultation aimed to gather feedback from stakeholders on Oxfordshire County Council's and Oxfordshire Clinical Commissioning Group's vision and priorities for people with learning disabilities in Oxfordshire, and our strategic and commissioning intentions for services from January 2016. In our work on the Big Plan we engaged with 577 people. This led to significant changes and developments in our plans.
10. This work informed our approach to co-design and consultation. In general, working with people who use services early on in the process of development of plans and new models has the potential to generate significantly better offers for the local population, as well as creating more efficient use of resources. It is better to design services with people that meet their needs, and that address issues, than to design services in isolation that cannot effectively address the needs of the population.
11. This process of co design is not all one way. The shared expertise of commissioners, of operational staff, of carers, and of people who need to use services needs to come together, alongside an appreciation of the challenging financial envelope and the need for best value.

Respite Review

12. Respite is an alternative care or support for the 'cared for person' to enable the carer to have a break from caring. The purpose of the respite review was to understand the current planned and unplanned need for respite, to co-design, procure and implement a future model, and to ensure that good information and advice about respite is available.
13. The scope of the project included all respite services for carers, excluding carers who care for people with mental health and whose mental health is their primary condition. Approximately 850 carers receive respite through these services.
14. The co-design process was started by working with carers, initially 3 meetings across 3 different geographic locations with 21 carers and then a core working group of 9 carers. There was good representation of carers from across the county and carers who cared for people with different needs.
15. This generated a range of possible options and included definitions of respite, a shared statement of service, and clear intentions about the future of respite services. This was then shared with respite users and carers, and other stakeholders to enable feedback.
16. The feedback stage involved an online and postal survey, a current provider's workshop and feedback meetings with operational managers and practitioners and children's commissioners.
17. There were 146 people who contributed to the feedback, including 76 carers. The feedback was reviewed with the core working group of carers, and this feedback and recommendations have been combined to form 'The Oxfordshire Respite Offer' which

was launched on the 3 October 2016. This resulted in a model of respite being co-produced with a working group of carers and has been upheld as a model of good practice by the Social Care Institute of Excellence (SCIE).

18. The **Respite Offer** sets out the priorities and actions we are committed to take to improve people's experience of respite. This isn't a finished task and we anticipate improving respite over the next two years to reflect the ambitions contained in this offer.
19. To develop the Respite Offer a 2 year action plan has been produced. The actions are based on people's feedback about what we have in place already and what we need to develop, what works and what we need to improve.

Oxfordshire Carer's Strategy and Carers Personal Budgets

20. Oxfordshire County Council works in partnership with Oxfordshire Clinical Commissioning Group and other organisations to identify and support many of the 61,000 family, informal or unpaid carers in Oxfordshire. We do this because we recognise and value the important role that carers have in the lives of the more vulnerable members of our communities.
21. A carer may be an adult caring for another adult, a parent caring for a child with disabilities or a young carer under the age of 18 caring for a child or adult. The support available to carers in Oxfordshire is varied and includes information and advice; carers' assessment and support planning; peer support, training and befriending and respite and short breaks services.
22. The Oxfordshire Carers' Strategy describes how Oxfordshire County Council and Oxfordshire Clinical Commissioning Group will support carers of all ages in the period 2017 - 2020. It is an update of the previous strategy, published in 2013, which was developed with carers and substantially consulted on. As it is an update and our overall strategy has not changed, it has been a light touch update taking into account new legislation that consolidates the rights of carers of all ages (the Care Act 2014 and the Children and Families Act 2014). A review of carers' services was undertaken in 2015, which resulted in the redesign and retendering of Carers Oxfordshire. The revised service started in April 2016. In February 2016, savings relating to support for carers were agreed by the council, and options to achieve these savings were developed.
23. A focus group was held in May 2016 with a small group of carers to discuss initial thinking about the different ways and options to support carers within the reduced funding available, for carers to hear about and contribute to the refresh of the Oxfordshire Carers' Strategy, and for officers to hear the views of carers about the current support offer to carers in Oxfordshire. The discussions at this focus group informed the development of the strategy and support options, which are currently under public consultation.

Daytime Support Review

24. There is a wide range of daytime support available in Oxfordshire, including but extending far beyond support provided or funded by the council. This support meets a wide range of needs and ranges from activities open to everyone, to community and interest groups, to preventative options for people with lower level needs, to more targeted provision for people with higher level needs.

25. The council provides funding for a range of community, voluntary and private sector daytime support for older people including lunch clubs and associated transport; the Dementia Support Service, the Wellbeing and Employment Service and the Community Information Network, which provide community support, including information and advice and elements of daytime support or links to existing opportunities; a range of services purchased using Personal Budgets – including voluntary-sector provided learning disability services ; the council also provides Health and Wellbeing Centres for mostly older people, as well as Learning Disability Daytime Support services for people with learning disabilities, and associated transport.
26. A review of Daytime Support was conducted during May and June 2016. The purpose of the engagement phase of the review was to find out more about need, and what creative and innovative ideas they may have for developing daytime support in the future. This feedback was used to shape the future options for public consultation about daytime support in Oxfordshire.
27. A range of methods were used to engage people in this phase of the review. This included workshops that were arranged with carers and with people who have daytime support needs and organisations who support them e.g. Oxfordshire Community and Voluntary Action (OCVA). These were held in Oxford, Banbury and Didcot. We also held a provider workshop.
28. Internal and external providers of daytime support were invited to run focus groups with people who use their services and with carers, their family and friends who care for them within their own settings. In total 46 focus group meetings were held and 503 people participated in focus groups
29. A Focus Group pack was developed by county council officers and sent to all providers. Providers were supported to deliver these sessions with a number of provider briefing sessions. This supplied a framework for how focus groups could be run, however providers were encouraged to run groups appropriately for people using their services. Four specific questions were used in order to ensure that the feedback and commentary returned was consistent; two specifically around 'need' and two to generate creative thinking about daytime support.
30. All attendees at focus groups and workshops were informed about a Working Group which was being formed and were invited to become part of the group. The working group consisted of mixture of 16 people who use a different range of services, including older people, people living with dementia, people with learning disabilities and carers of people who use services. The group discussed different ways services could be delivered. Participants represented only themselves (i.e. were not asked to talk on behalf of other individuals or groups) and brought to the group a wealth of experience and ideas to support the design of the potential models.
31. The Working Group met during June and July where ideas and models of thinking were discussed with commissioners to inform a potential future model.

Consultation

32. Each review was conducted separately, due to the complex issues being addressed within each review and the need for different levels of shared design work with service users and carers.

33. As plans around these areas were developed with people it became increasingly clear that people in Oxfordshire who use these services do not clearly separate the functions that the services carry out in their lives, and a coordinated approach to consultation and engagement would be necessary.
34. To engage with stakeholder groups on all three issues at the same time could create high levels of confusion and frustration. Each consultation is an independent project with some overlapping stakeholders, but to present the projects as one consultation was not the best way of delivering this work. The joint nature of one of the areas of work (carers) also meant that a single consultation was not possible.
35. However we have ensured that the carers and day opportunities consultation time lines will overlap to enable us to address any issues that arise that from any stakeholders where they may be affected be affected by both consultations
36. There is no consultation planned for the respite services at this time as people who currently use the service will not see any significant change to their services following the review
37. Local authorities consult with the local residents for many reasons (service improvements, new developments, customer satisfaction, to prioritise spending, and so on) as part of their commitment to delivering local services. Above this, though, are the obligations we have from legislation and national government agendas.
38. Effective consultation is central to "Best Value". Given that "Best Value" is inherently about judgments on the quality and cost of services, consulting the users of services and taxpayers is an essential part of achieving "Best Value " in practice. There are four conditions for a proper and appropriate consultation process:
 - The consultation must be carried out at the time when the proposed decision is at a formative stage e.g. before a final decision
 - sufficient reasons for and relevant information concerning the proposal must be given to the consultees in order for them to consider intelligently both the issues and an appropriate response
 - Adequate time must be given for consideration and response
 - The result of the consultation exercise must be taken into account in good faith when making the final decision

Respite

39. At this point respite services will not significantly change from the existing offer, and therefore there will **not** be a public consultation. People who currently use the service will not see significant impact on the service they currently receive which would be the rationale for conducting a consultation. The implementation plan may involve service changes and these will be consulted on as necessary.

Oxfordshire Carers' Strategy and Carers' Personal Budgets

40. The Oxfordshire Carers' Strategy and Carers' Personal Budgets Consultation is a joint consultation with the Oxfordshire Clinical Commissioning Group and Oxfordshire County Council. As part of the joint scoping of the reviews it was agreed that it would not be helpful for public understanding of the issues for Oxfordshire Clinical Commissioning Group to be part of a consultation about services that they are not involved in commissioning.

41. Consultation activities have primarily targeted carers who are the key stakeholders. This consultation was launched on 22 August and was planned to end on 14 November. The end date was extended to 28 November to allow sufficient overlap with Daytime Support. This consultation has been promoted widely to carers who have been invited to give their views using a range of methodologies.
42. Consultation activities have included:
- An online survey and hard copy and hard copy alternative
 - Writing to over 100 carers' support groups across the county to inform them of the consultation and to invite them to discuss the consultation in one of their meetings (we will supply consultation documents and questionnaires to facilitate this)
 - Promoting the consultation in Care Matters (a small magazine published by Carers Oxfordshire that has wide distribution to carers countywide and is also available on the Carers Oxfordshire website)
 - Ensuring that the consultation documents and hard copy questionnaires are available in main libraries
 - Holding a workshop for providers
 - Holding three workshops for carers across Oxfordshire
43. This consultation is currently still open, feedback is being gathered, will be analysed and the findings and key messages will be presented in a consultation report.

Daytime Support Consultation

44. The Daytime Support consultation will be aimed at a range of stakeholders including carers and people who use services. It will provide information about the future options, in order to gain the views and feedback on areas of the proposals that they can influence. We will be consulting on a number of different options for delivering daytime support, within the overall model.
45. Stakeholders will be invited to participate in a range of ways, including:
- Online and paper questionnaire which will be available in libraries and daytime support services
 - Writing to carers support groups with information about the consultation.
 - Focus groups will be held in voluntary sector run services where providers choose to run groups
 - Ensuring that the consultation documents and hard copy questionnaires are available in main libraries
 - Holding a workshop for providers
 - Focus groups will be held in all Health and Wellbeing centres
 - Three consultation workshops across Oxfordshire
46. This consultation is not yet open, but when it is feedback will be gathered, analysed and the findings and key messages will be presented in a consultation report.

RECOMMENDATIONS

47. **The Committee is RECOMMENDED to note the report and provide any comments.**