

Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:

Social & Community Services, Strategic Commissioning

What is being assessed:

The option to stop council funding for Older People's day centres provided by the community and voluntary sector (Tier 2)

Responsible owner / senior officer:

Kate Terroni, Deputy Director Joint Commissioning

Date of assessment:

August 2015

Summary of judgement:

The council is considering an option to remove funding for a range of older peoples' services currently described as prevention services that are provided by voluntary and community sector organisations. This includes day centres, transport to those day centres and Volunteer Link Up (a transport and befriending service).

Removing funding for Tier 2 day centres (those provided by community and voluntary sector) would achieve £750,000 in savings for the council. The majority of service users (95%) are not eligible for care and support from the council. Ending the funding could also mean savings through no longer providing transport to and from these centres.

To reduce the impact of this change, the council would offer assessments to all service users and meet their needs for care support if they are eligible, assist services to become financially independent wherever possible and ensure people using these services are given information and advice about what else is available in Oxfordshire.

This option is likely to have a significant impact upon people who use day centres and their carers. The extent of this will depend on whether centres cease to function

or continue in a different form, as well as nature of the models developed for the alternatives proposed, their suitability and sustainability.

If day centres cease to be available, there is a significant risk that carers may struggle to find suitable, sustainable 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, the person they care for and the wider health and social care system. Alternative models will therefore need to take into account the needs of both the people using these services and their carers.

The option is likely to have a particular impact on people with the protected characteristics relating to disability, age and gender as the service meets the needs of older people, the majority of whom are women. Older women also make up the majority of carers, who are likely to be significantly affected. In developing mitigations, the needs of various areas of Oxfordshire will also be taken into account, including in harder-to-reach rural areas and areas with fewer resources, particularly volunteering capacity. The impact of these changes will also be considered in relation to how they affect different communities; in areas of high need, there may be a knock-on effect on local universal services.

This option is likely to have significant adverse impacts upon the providers of these community-based preventative services and the staff working in them, the extent of which will depend on whether these services cease to function or continue at a different level and in a different form, as well as nature of the models developed for the alternatives proposed. It will also depend on the extent to which providers rely on these services.

At least in the short-term, there is a significant risk that this option will increase pressure on other parts of the health and social care system and staff working within it; this can be mitigated to some extent with effective transition planning. Some aspects of this are likely to also require significant initial additional resource, for example staffing capacity to carry out needs assessments of people using the services and their carers.

Detail of Assessment:

Purpose of assessment:

This assessment considers the impact of an option to remove funding for voluntary and community provided (Tier 2) day services.

This assessment is being carried out to ensure that the council considers the impact of these proposed changes on different clients, especially those who share a protected characteristic under the Equality Act 2010.

Section 149 of the Equality 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 £173,934¹¹ 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

¹¹ [EC Procurement Threshold for Services](#)

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:

Oxfordshire County Council currently funds various community-based preventive services, whose aim is to reduce the needs for support among older people and their carers. These services include funding for Tier 2 day centres (voluntary sector organisations providing day opportunities in local venues such as village halls).

With considerable financial pressures on Adult Social Care, spending on all services must be seriously considered. The council's Corporate Plan highlights the need to focus on services which it has a statutory responsibility to deliver; the majority of people receiving the services listed above are not eligible for council-funded care.

The Care Act 2014 places a duty on local authorities to provide or arrange services that reduce needs for support among people and their carers in the local area, and contributes towards preventing or delaying the development of such needs. However there is little or no evidence to suggest that the current services do prevent people needing other higher cost services.

Proposals:

The proposed option is to stop the funding older people's day centres (including transport to those centres). This option would achieve savings of £750,000 for the council.

To reduce the impact of this change, the council will:

- Offer an assessment to all clients of these services and meet their needs for care and support to people if they are eligible.
- Assist these services to become financially independent where it is possible to do so, for example a lunch club may be able to fundraise from their local community to replace council funding.
- Ensure people using these services are aware of other forms of support available within Oxfordshire, and can access information and advice about activities, local support services, money matters and social care.

Evidence / Intelligence:

There are 44 Tier 2 day centres in Oxfordshire – these are run by the voluntary sector under contract from Oxfordshire County Council, primarily for older people although some users of the services also have disabilities.

Tier 2 day centres have an age range of 60+ and have been running for more than 10 years.

Total places available 2014-2015 = 76,538 (based on places available per week x 49 weeks)

% of places taken up 2014-2015 = 84% (based on of those returns received - number on books/total days open)

It is estimated that 95% of people attending Tier 2 day centres are not eligible for council-funded care under the Care Act national eligibility criteria. It is also difficult to assess the impact of preventative services, such as day centres, on the development of care and support needs as there is little or no evidence to suggest that the current services do prevent clients needing other higher cost services.

Alternatives considered / rejected:

Alternatives which could be considered include reducing the hours of support provided and just reducing the number of Tier 2 day centres. However, these would generate significantly less savings than the proposed option to stop funding to these services altogether.

Alongside this option, the council is also considering whether to stop funding Tier 3 day services – Health and Wellbeing Centres run by the council and other preventative services. If these options and the option to remove funding for Tier 2 day services are not taken forward, it would require savings to be identified from other statutory services.

The council would still wish to co-design future services with older people to investigate the best ways to deliver targeted prevention in Oxfordshire.

Impact Assessment:

Impact on Individuals and Communities:

The options to remove funding for Tier 2 (voluntary and community sector run day centres) and Tier 3 (council run day centres) day services should be considered together, as these services provide a continuum of care and support for older people. There is likely to be a significant adverse and cumulative impact on people using these services and their carers if both cease to exist and there is no suitable mitigation in place.

People using community-based preventive services

Impacts will be likely to particularly affect people with the protected characteristics relating to age and gender as the service meets the needs of older people, the

majority of whom are women. Older women also make up the majority of carers, who are likely to be significantly affected.

In developing mitigations, the needs of various areas of Oxfordshire will be taken into account, including in harder-to-reach rural areas and areas with fewer resources, particularly volunteering capacity. The impact of these changes will also be considered in relation to how they affect different communities; in areas of high need there may be a knock-on effect on local universal services with an adverse impact on other people using these services.

Risk	Mitigation
<p>People may have or develop eligible needs for care and support, or their existing needs may escalate as a result of not having access to these services</p>	<p>The council would ensure people are aware of alternative ways to meet their care and support needs, through the information and advice offer including signposting and the Community Information Networks.</p> <p>People who take up an assessment and are assessed as having eligible needs will be able to access support from the council to meet them. If gaps are identified, the council would work to stimulate the development of new services in the marketplace which people can access using a Personal Budget, assist groups to establish viable alternatives in the community, and work more closely with partners such as Public Health to identify ways to plug these gaps.</p> <p>The majority of people who receive planned support live in social housing. Most Oxfordshire-based housing associations provide a similar service in-house, which these people would be likely to access. For the minority who do not live in social housing, there may be other services which are able to provide this non-statutory welfare and benefits check. This could include befriending schemes for example. The majority of housing associations also provide additional support on tenancy sustainment for those who need it.</p>
<p>People who are assessed as not having eligible needs are likely to be more adversely affected.</p>	<p>Information and advice will be provided about preventing the development or escalation of their needs and alternative options available. If gaps are identified, the council would work to stimulate the development of new options in the marketplace which people can buy, assist groups to establish viable alternatives in the</p>

	community, and work more closely with partners such as Public Health to identify ways to plug these gaps.
Increased risk of social isolation amongst people using day centres who rely on council-funded transport (e.g. adjusted minibuses for wheelchair users), leading to possible impact on people's physical and mental wellbeing. If the day centre remains open, but funding for transport to the centre is removed, these service users cannot benefit from this.	<p>Information and advice will be provided to service users 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 service users in need of this.</p> <p>There are alternative options available within Oxfordshire communities that people can access, which can prevent isolation and promote wellbeing. Information and advice services can help people to access these.</p>

Carers of people using community-based preventive services

This option is likely to have a significant impact upon the families and carers of people who use these services. The extent of this will depend on whether these services cease to function or continue, and at a different level and in a different form, as well as nature of the models developed for the alternatives proposed. The impact on carers will need to be assessed throughout the development of this option and all proposals linked to it. As the council makes its decisions as to which options to take forward, it will need to consider the cumulative impact upon various groupings, identifying risks, assessing impact and where necessary, considering mitigations. For example, the development of this option will need to be considered in connection with options for changes to carers services, including the development of a new respite model, as well as the proposal to develop a new prevention service.

Risk	Mitigation
There is a significant risk that if day centres cease to be available, carers may struggle to find suitable, sustainable 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, the person they care for and the wider health and social care system.	<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> <p>Further work would be needed to understand what the impacts on carers would be and what would be successful in mitigating these. This would need to include working with carers to understand whether and why they value these services, whether and how much they contribute to enabling them to maintain their caring role and if the mitigations proposed would be successful in reducing identified adverse impact on them, and/or whether alternatives need to be considered.</p>

No disproportionate impacts have been identified on people who share protected characteristics beyond those given above.

Impact on Staff:

Risk	Mitigation
In the short-term, there is a significant risk that ceasing funding for older peoples' preventative services will increase pressure on other parts of the system and staff working within it	Effective transition planning will mitigate this risk. There is also likely to be a need for significant initial additional resource, for example staffing capacity to carry out needs assessments of people using the services and their carers. The impact on staff cannot be assessed until the options and models are further developed

Impact on other Council services:

The impact of this option upon other council services will also depend on whether prevention services cease to function or continue at a different level and in a different form, as well as the success of the mitigations proposed.

Risk	Mitigation
In the short-term, there is a significant risk that ceasing funding for older peoples' preventative services will increase pressure on other services	Effective transition planning will mitigate this risk. There is also likely to be a need for significant initial additional resource, for example staffing capacity to carry out needs assessments of people using the services and their carers.
If the mitigations are not effective or sufficient, there is a risk of significant increased costs across the wider health and social care system, including through hospital admissions and care home placements.	Effective transition planning will mitigate this risk. The demand on various services in different areas of the county will also be taken into account; in some areas it may lead to greater additional pressures than others, with fewer resources available to mitigate these.

Impact on providers:

An analysis of what services people need to prevent and delay their needs from escalating, and what carers need to maintain their caring role, may result in the identification of gaps, which could present new opportunities for providers, alongside those connected to the mitigations proposed.

Risk	Mitigation
<p>This option is likely to have significant adverse impacts on the current providers of these community-based preventive services, and their staff. The extent of this impact will depend on whether they opt to seek alternative operating models and/or sources of funding, and how successful they are in achieving this. It will also depend on the extent to which providers rely on these services.</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>The council will support providers to come together, compare business models and create transition plans. It will facilitate dialogue between providers and district/parish councils to explore alternative models of provision.</p>
<p>The impact of this option upon other providers across the health and social care system will also depend on whether these services cease to function or continue, and at a different level and in a different form, as well as the success of the mitigations proposed.</p>	<p>This will need to be explored as the proposal and its mitigations are further developed.</p>
<p>At least in the short-term, there is a significant risk that this proposal will increase pressure on other services, impacting on providers across the health and social care system.</p>	<p>Effective transition planning will mitigate this risk.</p>

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
Decision on whether the funding will be removed as part of the broader budget proposals	February 2016	Council Members
Revise SCIA for implementation of preferred option	March 2016	Commissioning Manager
Develop implementation plan and communications plan for service users, providers and social services staff	March 2016	Commissioning Manager & Communications Lead

Monitoring and review:

Person responsible for assessment: Commissioning Manager

Version	Date	Notes (e.g. Initial draft, amended following consultation)
V1.0	August 2015	Initial draft
V2.0	November 2015	Updated with provider feedback
V3.0	January 2016	Updated draft