

Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:

Social and Community Services / Joint Commissioning

What is being assessed:

The option to charge people for equipment through a retail model rather than providing equipment free of charge as a preventative function from 2017/18

Responsible owner / senior officer:

Kate Terroni, Deputy Director Joint Commissioning

Date of assessment:

August 2015

Summary of judgement:

In Oxfordshire, the majority of equipment (43%) is used to support people who have long term medical conditions to remain living independently at home, with 16% of equipment used to avoid hospital admissions and another 16% used to avoid other more costly social care services (labelled 'Prevention'). In 2013/14 the equipment service supported over 12,000 people and delivered over 72,000 pieces of equipment with spend of over £4m.

This assessment considers the impact of the proposal to charge people for equipment through a retail model rather than providing equipment free of charge as a preventative function from 2017/18.

It is estimated that by introducing the retail model for equipment the council could save money by increasing income and reducing expenditure on equipment. Potential savings will be calculated as part of developing the retail model.

The main risk of this proposal is that people who are issued a prescription for equipment may not purchase what is needed to support them at home, which may lead to deterioration in their health and wellbeing.

There is also a risk that that people assessed as having eligible needs are not given clear information and support about how to use the retail model and how to access alternative sources of funding to enable them to pay for equipment.

These risks are mitigated by the council's commitment to meet eligible needs for equipment required by statute and to develop affordable retail options for equipment for the private market. The council will also need to monitor the use of prescriptions under the retail model and review cases where people do not purchase equipment based on level of need and impact.

In addition it is suggested to implement these proposals in a phased way over two years, to allow for the new equipment policy to be developed and implemented, before introducing new prescription and retail models for equipment, following a robust cost benefit analysis.

Detail of Assessment:

Purpose of assessment:

The purpose of this assessment is to consider the possible impact of the option to charge people for equipment through a retail model rather than providing equipment free of charge as a preventative function from 2017/18.

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

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 £173,934¹ 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:

Context:

Community equipment and related services provide the gateway to independence, dignity and self-esteem. Valued by carers as key support for the people they care for, equipment is central to effective rehabilitation; it improves quality of life; it enhances life chances through education and employment and it reduces morbidity at costs that are very low compared to other forms of healthcare.

Equipment is a key enabler to Oxfordshire's Health and Wellbeing Strategy and many of its joint health and social care strategies. Oxfordshire's approach to providing equipment is set out in the Oxfordshire Equipment Strategy agreed in

¹¹ [EC Procurement Threshold for Services](#)

2013. The aim of the strategy is to ensure the equipment needs for all children and adults in Oxfordshire are met at the right time, in the right way.

Demographic changes include increasing life expectancy, dependency, increasingly complex packages of equipment provision to meet assessed needs, cultural and ethnic needs, rurality and deprivation. All these drive demand, as does the combined health and social care agenda to support people in their own homes.

As the changes required by the Care Act are being implemented in Oxfordshire, the council expects to have an increasing role in the provision of care and other services such as equipment, for people who pay for their own care. The council is looking in the future to work with providers who can support clients to self-assess and choose their own equipment, whether the council or the client themselves pays for it.

The council and its commissioning partners, including the NHS, provide equipment through an Integrated Community Equipment and Telecare Service (ICEAT) Framework. In commissioning this service the Council is looking to achieve the outcomes set out in Table 1 below:

Table 1: Key health and wellbeing priorities for Oxfordshire: Adult Health and Social Care	
*Health and Wellbeing Strategy	<ul style="list-style-type: none"> • Priority 5: Living and working well: Adults with long term conditions, physical or learning disability or mental health problems living independently & achieving full potential • Priority 6: Support older people to live independently with dignity whilst reducing the need for care and support • Priority 7: Working together to improve quality and value for money • Priority 8: Preventing early death and improving quality of life in later years • Priority 10: Tackling the broader determinants of health through better housing and preventing homelessness
*NHS Outcomes Framework Domains Supported	<ul style="list-style-type: none"> • Preventing People from dying prematurely • Enhancing quality of life for people with Long Term Conditions • Helping People to recover from episodes of ill Health or following Injury • Treating and caring for people in a safe Environment and protecting them from avoidable harm.
*Older People's Joint Commissioning Strategy	<ul style="list-style-type: none"> • Priority 1: I can take part in a range of activities and services that help me stay well and be part of a supportive community • Priority 2: I get the care and support I need in the most appropriate way and at the right time

Background to proposal:

In Oxfordshire, the majority of equipment (43%) is used to support people who have long term medical conditions to remain living independently at home, with 16% of equipment used to avoid hospital admissions and another 16% used to avoid other more costly social care services (labelled 'Prevention').

The largest element of this group of services is the Integrated Community Equipment and Telecare Service (ICEAT) which includes the supply and collection (including

cleaning and recycling) of items of equipment such as mobility aids, toilet frames and commodes. In 2013/14 the service supported over 12,000 people and delivered over 72,000 pieces of equipment with spend of over £4m. The service operates on a purchase and sell-back model, so the Provider owns and manages all equipment in stock, the council buys equipment when it is delivered to a person's home and the Provider credits the council when it is returned.

In 2015 the council awarded a new four year framework for the provision of the Integrated Community Equipment and Telecare Service and for the first time integrated the provision of telecare equipment, such as pendant alarms and telecare sensors into this service. However, provision of telecare equipment is not considered in this assessment, as it is addressed in other assessments related to proposals for delivery of emergency response services.

Despite continuing efforts to meet increasing demand for equipment in Oxfordshire and to improve value for money by commissioning a more cost effective equipment framework, the equipment budget is under significant pressure, which means the council needs to look at alternative ways to provide equipment to meet eligible needs and balance the budget.

Proposals:

The option being considered is to charge people for equipment through a retail model rather than providing equipment free of charge as a preventative function from 2017/18.

This option arose from the growing need to provide equipment to meet eligible needs, manage increasing demand and balance the equipment budget. It looks at an alternative way to provide equipment to meet all three of these challenging objectives.

Demographic changes include increasing life expectancy, dependency, increasingly complex packages of equipment provision to meet assessed needs, cultural and ethnic needs, rurality and deprivation. All these drive demand, as does the combined health and social care agenda to support people in their own homes.

As the changes required by the Care Act are being implemented in Oxfordshire, the council expects to have an increasing role in the provision of care and other services such as equipment, for people who pay for their own care. By proposing to introduce a new retail model for equipment provision, the council is looking in the future to work with providers who can support clients to self-assess and choose their own equipment, whether the council or the client themselves pays for it.

It is proposed to implement the new retail model and charge for equipment after the council introduces a revised equipment policy in 2016/17 and in parallel with developing a new prescription model for equipment. (The above two proposals are considered in detail in separate assessments.)

If all three equipment related proposals are implemented by 2017/18 the council will provide equipment:

- that it is required to provide by statute;
- to people with eligible need for equipment;
- by providing prescription and options to source equipment, rather than simply providing equipment itself; and
- by charging people for equipment through a retail model rather than providing equipment free of charge as a preventative function.

By doing so the council expects to significantly reduce how much it spends on equipment by reducing over-provision of equipment and increasing income from equipment prescriptions. It is suggested that potential savings be calculated as part of further developing the retail model. It is also accepted that costs to administer the new retail model would slightly offset some savings.

This new retail model of equipment provision can be supported by improved information and advice offer to support people to self-help and by developing more retail outlets for private market.

Evidence / Intelligence:

In developing this option the council looked at the current and future needs profile for equipment provision in Oxfordshire and considered knowledge acquired from its experience of commissioning and managing provision of community equipment services to date.

In 2013/14 the equipment service supported over 12,000 people and delivered over 72,000 pieces of equipment with spend of over £4m. Demographic changes include increasing life expectancy, dependency, increasingly complex packages of equipment provision to meet assessed needs, cultural and ethnic needs, rurality and deprivation. All these drive demand, as does the combined health and social care agenda to support people in their own homes.

Currently the council does not charge for equipment in line with the national Department of Health guidance. The council does charge for some telecare related services, but not the equipment itself. (Telecare equipment and services are not considered as part of this proposal.)

In 2009 Oxfordshire commissioners considered introducing a prescription and retail model similar to the one described in this proposal, but concluded there was insufficient evidence that it would deliver required financial benefits.

More recent examples of the prescription and retail model for equipment operating in other areas of the country suggest that in some areas up to 70% of prescriptions were not cashed. Therefore, there is renewed energy to assess more recent evidence of potential benefits of this model as part of these proposals.

Alternatives considered / rejected:

In developing this option the council considered and rejected the following alternatives:

Do nothing:

This option is not being taken forward because it poses the following risks:

- Increase in the demand for equipment services in Oxfordshire makes it increasingly difficult to meet eligible need and stay within reducing budgets;
- Local and national experience of commissioning and providing equipment services suggest that current models of delivery should be frequently reviewed in order to get better value for money;
- It is becoming more difficult to meet people's rising expectations of what equipment services should be made available to them, who should provide equipment and who should pay for it;
- The council will not be able to be effective in its role to provide care and other services such as equipment, for people who pay for their own care, informed by the requirements of the Care Act.

Impact Assessment:

Identify any potential impacts of the policy or proposed service change on the population as a whole, or on particular groups. It might be helpful to think about the largest impacts or the key parts of the policy or proposed service change first, identifying any risks and actions, before thinking in more detail about particular groups, staff, other Council services, providers etc.

It is worth remembering that 'impact' can mean many things, and can be positive as well as negative. It could for example relate to access to services, the health and wellbeing of individuals or communities, the sustainability of supplier business models, or the training needs of staff.

We assess the impact of decisions on any relevant community, but with particular emphasis on:

- Groups that share the nine protected characteristics
 - 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
- Rural communities
- Areas of deprivation

We also assess the impact on:

- Staff
- Other council services
- Other providers of council services
- Any other element which is relevant to the policy or proposed service change
- How it might improve the economic, social, and environmental of the area affected by the contract **if** the Public Services (Social Value) Act 2012 applies

For every community or group that you identify a potential impact you should discuss this in detail, using evidence (from data, consultation etc.) where possible to support your judgements. You should then highlight specific risks and any mitigating actions you will take to either lessen the impact, or to address any gaps in understanding you have identified.

If you have not identified an impact on particular groups, staff, other Council services, providers etc. you should indicate this to demonstrate you have considered it.

Impact on Individuals and Communities:

Impact of proposals on relevant groups

A positive impact of this option is that the council will significantly reduce how much it spends on equipment by reducing over-provision of equipment and increasing income from equipment prescriptions. This saving will help to mitigate the effects of budget reductions to other services.

The new retail model of equipment provision can be supported by an improved information and advice offer to support people to self-help and by developing more retail outlets for the private market.

PEOPLE WHO NEED EQUIPMENT

In 2013/14 the equipment service supported over 12,000 people and delivered over 72,000 pieces of equipment with spend of over £4m. Demographic changes include increasing life expectancy, dependency, increasingly complex packages of equipment provision to meets assessed needs, cultural and ethnic needs, rurality and deprivation. All these drive demand, as does the combined health and social care agenda to support people in their own homes.

It is proposed from 2017/18 to charge people for equipment through a retail model rather than providing equipment free of charge as a preventative function. This would mean that more people as is the case currently will use an equipment prescription to purchase equipment from an independent retail outlet.

Risks	Mitigations
People issued a prescription for	People will be assessed under the Care

<p>equipment may not purchase what is needed to support them at home.</p>	<p>Act 2014 national eligibility criteria to determine whether they have eligible needs.</p> <p>The council will meet identified eligible social care needs from its core Adult Social Care offer, which includes delivery of relevant care services for those who are eligible; including provision of equipment.</p> <p>The council will provide advice and information about the reason for prescribing equipment and impact of not using it on people's health and wellbeing.</p> <p>The council will monitor use of prescriptions under the retail model and review cases where people do not purchase equipment based on level of need and impact.</p>
<p>People issued a prescription for equipment may have to pay for equipment from private means or alternative sources of funding, or not buy it.</p>	<p>People will be assessed under the Care Act 2014 national eligibility criteria to determine whether they have eligible needs.</p> <p>A financial assessment will determine people's ability to contribute to the costs of meeting their eligible care and support needs, including equipment.</p> <p>The council will meet identified eligible social care needs from its core Adult Social Care offer, which includes delivery of relevant care services for those who are eligible; including provision of equipment.</p> <p>The council will provide information about alternative sources of funding available to people wishing to buy equipment but not being able to pay for it.</p> <p>The council will provide advice and information about the reason for prescribing equipment and impact of not using it on people's health and wellbeing.</p> <p>The council will monitor use of</p>

	prescriptions under the retail model and review cases where people do not purchase equipment based on level of need and impact.
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AGE	
In Oxfordshire equipment and associated services are provided to all children and adults who need it to get better and stay well in the community. The aim of the strategy is to ensure the equipment needs for all children and adults in Oxfordshire are met at the right time, in the right way. Service user data suggest that most people who use equipment at some point in their life are adults, including older people.	
Risks	Mitigations
Adults, including older people and people on low incomes, are disadvantaged if they can't afford to pay for equipment they need	<p>People will be assessed under the Care Act 2014 national eligibility criteria to determine whether they have eligible needs.</p> <p>A financial assessment will determine people's ability to contribute to the costs of meeting their eligible care and support needs, including equipment.</p> <p>The council will meet identified eligible social care needs from its core Adult Social Care offer, which includes delivery of relevant care services for those who are eligible; including provision of equipment.</p> <p>This assessment and future service planning for eligible people will give due regard to age and income related needs of people being assessed.</p> <p>The council will provide information about alternative sources of funding available to people wishing to buy equipment but not being able to pay for it.</p> <p>The council will provide advice and information about the reason for prescribing equipment and impact of not using it on people's health and wellbeing.</p> <p>The council will monitor use of</p>

	prescriptions under the retail model and review cases where people do not purchase equipment based on level of need and impact.
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DISABILITY

In Oxfordshire, the majority of equipment (43%) is used to support people who have long term medical conditions to remain living independently at home, with 16% of equipment used to avoid hospital admissions and another 16% used to avoid other more costly social care services (labelled 'Prevention').

Risks	Mitigations
People with a disability, including people with long term medical conditions, are disadvantaged if they can't afford to pay for equipment they need	<p>Current service users will be assessed under the Care Act 2014 national eligibility criteria to determine whether they have eligible needs.</p> <p>A financial assessment will determine people's ability to contribute to the costs of meeting their eligible care and support needs, including equipment.</p> <p>The council will meet identified eligible social care needs from its core Adult Social Care offer, which includes delivery of relevant care services for those who are eligible; including provision of equipment.</p> <p>This assessment and future service planning for eligible people will need to give due regard to disability related needs of people being assessed.</p> <p>The council will provide information about alternative sources of funding available to people wishing to buy equipment but not being able to pay for it.</p>

RURAL COMMUNITIES AND AREAS OF DEPRIVATION

At this stage of the proposals it is not known how many people currently using equipment live in rural communities and / or areas of deprivation. However, considering that in a given year equipment is provided to around 12,000 people it is likely that some of equipment users will have these characteristics.
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Risks	Mitigations
<p>People who live in rural areas and / or areas of deprivation and / or on low income may be disadvantaged by this proposal because there may be less alternative and affordable options for sourcing equipment and /or alternative funding sources available in those areas.</p>	<p>People will be assessed under the Care Act 2014 national eligibility criteria to determine whether they have eligible needs.</p> <p>A financial assessment will determine people’s ability to contribute to the costs of meeting their eligible care and support needs, including equipment.</p> <p>The council will meet identified eligible social care needs from its core Adult Social Care offer, which includes delivery of relevant care services for those who are eligible; including provision of equipment.</p> <p>The council will need to provide information about alternative sources of funding available to people wishing to continue to use equipment but not being able to pay for it, paying due regard to geographical spread of these options.</p> <p>In Oxfordshire there are currently around nine independent equipment outlets, at least one in each district/city area of the county. In addition, some items of equipment can be purchased on line and delivered to people's homes or viewed and purchased at mobile 'pop-up' equipment booths.</p> <p>The council will need to work will independent providers of equipment to increase reach of these options and influence market rates to make sure equipment is affordable for people on low incomes.</p>

Race, gender reassignment, pregnancy and maternity, religion or belief, sex and sexual orientation, marriage and civil partnership

These particular groups have been considered and no specific impacts have been identified at this stage.

Impact on Staff:

No impact on the council's staff has been identified at this stage.

Impact on other Council services:

Risks	Mitigations
People issued a prescription for equipment may not purchase what is needed to support them at home leading to an increase in needs and greater demand on other council services.	<p>People will be assessed under the Care Act 2014 national eligibility criteria to determine whether they have eligible needs.</p> <p>The council will meet identified eligible social care needs from its core Adult Social Care offer, which includes delivery of relevant care services for those who are eligible; including provision of equipment.</p> <p>The council will need to provide advice and information about the reason for prescribing equipment and impact of not using it on people's health and wellbeing.</p> <p>The council will need to monitor use of prescriptions under the retail model and review cases where people do not purchase equipment based on level of need and impact.</p>

Impact on providers:

In Oxfordshire there are currently around nine independent equipment retail outlets, at least one in each district/city area of the county. In addition, some items of equipment can be purchased on line and delivered to people's homes or viewed and purchased at mobile 'pop-up' equipment booths.

The council will work with independent providers of equipment to increase reach of these options and influence market rates to make sure equipment is affordable for people on low incomes.

The development of the retail model can be supported by an improved information and advice offer to support people to self-help and increase the range of retail options available to them. Independent providers will benefit from a stronger local private market for equipment.

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?

Overall impact is positive. In Oxfordshire there are currently around nine independent equipment retail outlets, at least one in each district/city area of the county. In addition, some items of equipment can be purchased on line and delivered to people's homes or viewed and purchased at mobile 'pop-up' equipment booths.

The council will work with independent providers of equipment to increase reach of these options and influence market rates to make sure equipment is affordable for people on low incomes.

The development of the retail model will be supported by an improved information and advice offer to support people to self-help and increasing the range of retail options available to them. Independent providers will benefit from stronger local private market for equipment.

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

No impacts identified at this stage.

Action plan:

Action	By When	Person responsible
Develop a proposed implementation plan, including a communications plan	By end of November 2015	Joint-Commissioning Team
Review the equipment policy and produce detailed proposal for implementation	By end of December 2015	Adult Social Care equipment lead and policy team
Review and update the SCIA	January 2016	Joint-Commissioning Team
Decision on whether option is taken forward	February 2016	Council Members
Conduct a cost benefit analysis of the new prescription model for equipment based on latest evidence from other areas	By end of March 2016	Adult Social Care and Joint-Commissioning equipment leads

Monitoring and review:

This assessment will be reviewed and updated after the proposal has been developed further.

Person responsible for assessment: Commissioning manager

Version	Date	Notes (e.g. Initial draft, amended following consultation)
1.0	20 August 2015	Initial draft