

## **Budget Proposals 2013/14: Major Decision: Business Unit: Adult Social Care**

### **Combined Impact Assessment: Full assessment (Part 2)**

The council and its partners are facing a significant challenge in the savings it needs to make over the next couple of years. This Full Impact Assessment has been developed as a tool to enable business units to fully consider the impact of proposed major decisions on the community. As a council we need to ensure that we are able to deliver the savings that we need to make from the 1<sup>st</sup> April and be able to justify our decisions through any legal challenge.

This full assessment, combined with the initial review, will evidence that you have fully considered the impact of your proposed changes and carried out appropriate consultation on those changes with the key stakeholders. The Combined Impact Assessment will allow Councillors to make informed decisions as part of the decision-making process regarding the council's budget.

**Name:** Malcolm Dicken

**Position:** Head of New Ways of Working

**Business Unit:** Torbay and Southern Devon Health & Care NHS Trust

**Department:** Operations

**Date Commenced:** November 2012

**Date:** January 2013

## Summary from Overall Proposal

Proposals – Outline	Savings 2013/14		Implementation Cost Include brief outline + year incurred	Delivery In place 01/04/13 If earlier or later state date	Risks / impact of proposals <ul style="list-style-type: none"> <li>Potential risks</li> <li>Impact on community</li> <li>Knock on impact to other agencies</li> </ul>	Type of decision*		
	Income £ 000's	Budget reduction £ 000's				Internal	Minor	Major
Introduce policy that alarms have to be funded privately after the first 3 months of provision unless there are exceptional circumstances.		30	None	01.04.13	<ol style="list-style-type: none"> <li>The 900 Service users who have historically been provided with an alarm on an on-going basis will have to decide whether they wish to manage without an alarm or choose to pay to fund the alarm (£2.99 per week + VAT – however if registered disabled the VAT is not payable) privately.</li> <li>New Clients that require a community alarm beyond the initial 3 months will need to fund the service from their own funds</li> </ol>			X

## Section 1: Purpose of the proposal/strategy/decision

No	Question	Details
1.	Clearly set out the purpose of the proposal	<p>The proposal is to implement a revised policy in relation to the community alarms service. The alarms are currently funded on an on-going basis through the adult social care budget; the proposal is to limit the provision of the community alarms call service by only providing alarms free of charge for 3 months unless there are exceptional circumstances.</p> <p>After the initial 3 months provision the client will be able to decide if they would like to continue with a community alarm in which case they will have a choice to continue with the current service or to source an alternative provider. If the client</p>

No	Question	Details
		<p>decides to retain the current service then there would not be an additional installation fee, however a different provider may still want to raise an installation fee and we will then make arrangements to have the funded alarm removed.</p> <p>The proposal ensures that for short term crisis intervention, clients will still be provided with a funded service but this will be time limited to a period of 3 months, after which, the client will be expected to fund the services themselves if they wish to keep the alarm (The cost of privately funding is £2.99 per week + VAT – however if registered disabled the VAT is not payable). It also ensures that where a community alarm forms part of a TeleCare service it will continue to be funded by Adult Social Care.</p> <p>The policy will include the ability to continue funding alarms where circumstances dictate that this is appropriate.</p> <p>The criteria for someone to receive a community alarm under the new VAT policy is as follows:</p> <p>Where the need for an alarm is assessed as critical or substantial (under FACS eligibility criteria) and clients are unable to arrange or provide an alarm themselves and there is no one else willing to assist them. Circumstances in which this might apply would include, but not limited to:</p> <ul style="list-style-type: none"> <li>• Providing a community alarm for up to three months while someone is undergoing a period of assessment or rehabilitation to determine their long term care needs,</li> <li>• Providing a community alarm for an interim period while someone is subject to a safeguarding investigation,</li> <li>• Providing a community alarm while someone is awaiting the appointment of an attorney to act on their behalf under the Office of the Public Guardian (previously known as the Court of Protection)</li> <li>• When a community alarm is required as part of a of a telecare package, because an additional device (such as a smoke, falls or carbon monoxide detector) needs to be connected to the alarm, the alarm will be provided for as long as the telecare package is necessary to meet a ‘critical’ or ‘substantial’ need.</li> </ul> <p>Additionally if it was agreed that an individual has exceptional circumstances which require the provision of a community alarm for longer than 3 months, then the cost of the alarm would become part of the individual’s personal budget as identified by the resource allocation system. This would be subject to regular review of need.</p>
2.	<b>Who is intended to benefit / who will be affected?</b>	<p>The key stakeholders affected by this proposal are:</p> <ol style="list-style-type: none"> <li>1. Clients who are already in receipt of this funded service (approx 900 clients – of which there may be approximately 100 who will retain an on-going service due to exceptional circumstances. This equates to: 550 clients who will be</li> </ol>

No	Question	Details
		<p>reviewed as part of this proposal, 100 clients (estimated) who may need to continue with an on-going funded service due exceptional circumstances, 250 clients who will be funded as they have TeleCare as part of their community alarm.</p> <ol style="list-style-type: none"> <li>2. Clients who in the future will require the provision of a funded community alarm</li> <li>3. Frontline Care Professionals who will need to make a decision on which clients are entitled to the provision of a time limited service and those that do not</li> <li>4. Staff at the Community Alarm Centre that will be have to invoke the new process</li> </ol>
3.	<b>What is the intended outcome?</b>	The outcome to be achieved is to change the current policy for community alarms resulting in a £30,000 saving against the current budget allocated for the provision of community alarms. This will be a phased introduction through the assessment of clients (approx 80 clients a month).

## Section 2: Equalities, Consultation and Engagement

Torbay Council has a moral obligation as well as a duty under the Equality Act 2010 to eliminate discrimination, promote good relations and advance equality of opportunity between people who share a protected characteristic and people who do not.

The **Equalities, Consultation and Engagement** section ensures that, as a council, we take into account the Public Sector Equality Duty at an early stage and provide evidence to ensure that we fully consider the impact of our decisions/proposals on the Torbay community.

### Evidence, Consultation and Engagement

No	Question	Details															
4.	Have you considered the available evidence?	<p>Research has been undertaken on how other authorities approach the provision of community alarms. The proposal to provide the service free of charge for 3 months in a crisis is slightly more generous than other authorities. The provision of a community alarm to support TeleCare is unaffected by this policy.</p> <p>Below is an summary of how other Local Authorities provide community alarms</p> <table border="1"> <thead> <tr> <th>LA</th> <th>Policy</th> <th>Install Cost</th> <th>Weekly Rental</th> </tr> </thead> <tbody> <tr> <td>Torbay Proposal</td> <td> <p>May fund the provision of a Community Alarm for up to 3 months as part of a crisis intervention package of care to either:</p> <ul style="list-style-type: none"> <li>- Prevent an admission to Care, or</li> <li>- Expedite a return home following a Care admission</li> </ul> <p>If you are over 65 and need a community alarm because you are at risk, it is very possible that you would qualify for Attendance Allowance. This is a non-means-tested benefit designed for people who need help with daily tasks.</p> </td> <td>£ 25.00</td> <td>£ 2.99</td> </tr> <tr> <td>Devon County Council</td> <td> <p>If you are over 65 and need a community alarm because you are at risk, it is very possible that you would qualify for Attendance Allowance. This is a non-means-tested benefit designed for people who need help with daily tasks.</p> </td> <td>No Published Costs. DCC refer clients to external market</td> <td>No Published Costs. DCC refer clients to external market</td> </tr> </tbody> </table>				LA	Policy	Install Cost	Weekly Rental	Torbay Proposal	<p>May fund the provision of a Community Alarm for up to 3 months as part of a crisis intervention package of care to either:</p> <ul style="list-style-type: none"> <li>- Prevent an admission to Care, or</li> <li>- Expedite a return home following a Care admission</li> </ul> <p>If you are over 65 and need a community alarm because you are at risk, it is very possible that you would qualify for Attendance Allowance. This is a non-means-tested benefit designed for people who need help with daily tasks.</p>	£ 25.00	£ 2.99	Devon County Council	<p>If you are over 65 and need a community alarm because you are at risk, it is very possible that you would qualify for Attendance Allowance. This is a non-means-tested benefit designed for people who need help with daily tasks.</p>	No Published Costs. DCC refer clients to external market	No Published Costs. DCC refer clients to external market
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No	Question	Details			
		Bournemouth Borough Council	You can apply for a full financial assessment to see if you are entitled to any benefits that may help towards the cost of the service. Please contact Care Direct  for more information.	£ 30.00	£ 2.99
		BANES	There are some discounts available for those receiving means tested benefits.	£ 30.00	£ 3.60
		South Somerset	Installation cost waived if client is on Income support, Pension Credit, Incapacity Benefit, Housing Benefit, Council Tax Benefit	£ 31.95	£ 3.65
		Cornwall County Council	No mention of benefits or free provision of Alarms	£ 40.54	£ 3.30
		Bristol City Council	No mention of benefits or free provision of Alarms	£ 25.00	£ 3.46
5.	<b>How have you consulted on the proposal?</b>	<p>Advice has been sought from the Occupational Therapy/Social Care leads and the Heads of service.</p> <p>A policy has been drafted by Adele Tithecott (Operational Transformation Lead) and is currently undergoing ratification.</p> <p>Awaiting a decision on how the various Cost Improvement Schemes will proceed to public consultation, will these be individually consulted on or will they be grouped. Still awaiting how the Council and the Care Trust will want to consult with the public if indeed there will be any further consultation</p> <p>A new policy has been drafted and ratified by the Care and Clinical Policies Committee on the 23<sup>rd</sup> of January 2013 and if this proposal is accepted then it will be implemented with immediate effect for new clients.</p> <p>This proposal formed part of the Priorities &amp; Resources (overview &amp; Scrutiny) meetings that took place throughout January 2013</p> <p>This proposal was also included as part of the Councils budget consultation.</p>			
6.	<b>Outline the key findings</b>	<p>Through initial research and checking on the policies of other authorities we have concluded that Torbay is in a minority in the on-going funded provision of a Community Alarm.</p> <p>Below is the policy statement from Devon County Council which is representative of many other authorities.</p>			

No	Question	Details												
		<p><b>Devon County Council:</b></p> <p>If you find it hard to pay</p> <p>If you are over 65 and need a community alarm because you are at risk, it is very possible that you would qualify for Attendance Allowance. This is a non-means-tested benefit designed for people who need help with daily tasks.</p> <p>The policy that has been drafted for Torbay will mirror the above statement and training to frontline staff will ensure that clients are either directed to the fact that they can use either an existing benefit such as 'Attendance Allowance' or their individual budget.</p> <p><u>Priorities &amp; Resources:</u></p> <p>Please Note: The comments of the Overview and Scrutiny Board are set out in paragraphs 4.3-4.8 of its report "Review of Priorities and Resources 2013/2014"</p> <p><u>Torbay Budget Consultation:</u></p> <p><b>Q4) Do you support this proposal?</b></p> <table border="1" data-bbox="1084 852 1525 1043"> <thead> <tr> <th></th> <th>Number</th> <th>Percent</th> </tr> </thead> <tbody> <tr> <td>Yes</td> <td>230</td> <td>78.5%</td> </tr> <tr> <td>No</td> <td>63</td> <td>21.5%</td> </tr> <tr> <td><b>Total</b></td> <td><b>293</b></td> <td><b>100.0%</b></td> </tr> </tbody> </table> <p>The majority (78.5%) of respondents support the proposal to reduce the Adult Social Care budget by only paying for community alarms for three months.</p> <p>There is little difference in the proportions of respondents who support this proposal between those with disabilities (79.6% in support) and those without disabilities (78.1% in support).</p> <p>Respondents who said no, they did not support the proposal were asked to say why they didn't support it. Key issues from</p>		Number	Percent	Yes	230	78.5%	No	63	21.5%	<b>Total</b>	<b>293</b>	<b>100.0%</b>
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No	Question	Details
		<p>these responses with examples of comments regarding the proposal are outlined in the Torbay Budget Consultation report.</p> <p>Please see Torbay Budget Consultation Report 2013 – 14 for more information</p>
7.	<b>What amendments may be required as a result of the consultation?</b>	<p>The ability to provide a Community Alarm for a fixed period of time (up to 3 months) for a crisis intervention has been agreed as this forms a vital cost effective part of a package of care for two reasons:</p> <ol style="list-style-type: none"> <li>1. Can be used to prevent an unscheduled admission and therefore maintain the client at home</li> <li>2. Part of a re-ablement following a crisis that can reduce both: <ol style="list-style-type: none"> <li>a. Time in Hospital or Care Home</li> <li>b. Reliance on Domiciliary or Care Home support</li> </ol> </li> </ol>

### Positive and Negative Equality Impacts

No	Question	Details		
8.	<b>Identify the potential positive and negative impacts on specific groups</b>			
		Positive Impact	Negative Impact	Neutral Impact
	All groups in society generally			
	Older or younger people	A small proportion of the 900 current users may establish that they are able to claim additional benefits such as Attendance Allowance.	There is a financial impact on the current 900 users who will be reviewed and then required to fund the service themselves at £2.99 per week. This may cause financial hardship for those who want to retain the service.	The predominant supply of a Community Alarm is provided to people who are generally over 65. Where the criteria for continuing provision is met, the service will continue to be provided free of charge.



No	Question	Details	
	People with caring responsibilities		<p>There could be a consequence to Carers and realistically this would be considered on case by case basis – Carers could potentially rely on a community alarm in order to allow them to leave the cared for person on their own for short periods of time, allowing the carer respite or the ability to go about routine tasks such as shopping etc. Without this there may be a need to provide alternative and potentially more expensive support packages such as domiciliary care. However this should be mitigated as the client may be FACS eligible and the alarm funded as part of their care package.</p> <p>Where the criteria for continuing provision is met, the service will continue to be provided free of charge.</p>
	People with a disability	People who are registered disabled will pay a lower fee for the alarm as they will not be required to pay the VAT	<p>There could be a consequence to people with a disability and realistically this would be considered on case by case basis.</p> <p>It is more than likely that a person with a disability will have a community alarm, however where this is the case and they meet FACS criteria then the cost of the community alarm will be included as part of their care package based upon on their entitlement as calculated by the Resource Allocation System. If their overall package of care exceeds the RAS calculation then the client may need to top up with personal funds.</p> <p>Where the criteria for continuing provision is met, the service will continue to be provided free of charge.</p>
	Women or men		No differential impact on this group

No	Question	Details	
	People who are black or from a minority ethnic background (BME)		No differential impact on this group
	Religion or belief (including lack of belief)		No differential impact on this group
	People who are lesbian, gay or bisexual		No differential impact on this group
	People who are transgendered		No differential impact on this group
	People who are in a marriage or civil partnership		No differential impact on this group
	Women who are pregnant / on maternity leave		No differential impact on this group
	Socio-economic (including child poverty)	This proposal may cause financial hardship for those who want to retain the service.	Where the criteria for continuing provision is met, the service will continue to be provided free of charge.
9.	<b>Is there scope for your proposal to eliminate discrimination, promote equality of opportunity and/or foster good relations?</b>	<p>It has been decided that a community alarm could be a vital part of an overall care package of care either to prevent or to support a crisis intervention that we will fund the service for a period of up to 3 months.</p> <p>We will also be signposting those that wish to have a community alarm longer than the initial 3 months to find an on-going service either through the use of their individual budget or to apply for additional benefits that they may be entitled to.</p> <p>Where the criteria for continuing provision is met, the service will continue to be provided free of charge.</p>	

### Section 3: Steps required to manage the potential impacts identified

No	Action	Details
10.	Summarise any positive impacts and how they will be realised most effectively?	<p>It has been decided that as community alarm could be a vital part of an overall care package of care either to prevent or to support a crisis intervention that we will fund the service for a period of up to 3 months.</p> <p>We will also be signposting those that wish to have a community alarm longer than the initial 3 months to find an on-going service either through the use of their individual budget or to apply for additional benefits that they may be entitled to.</p> <p>Where the criteria for continuing provision is met, the service will continue to be provided free of charge.</p>
11.	Summarise any negative impacts and how these will be managed?	<p>One major negative is that clients may decide not to fund the service themselves and make themselves vulnerable to risks that could otherwise be mitigated (such as those continuing to live alone and independently but are liable to falls and then falling and unable to call for assistance in a timely and safe manner). If a client insists that they are unable to fund the service and we believe that the provision of the alarm is in their best interest then the policy makes an allowance for that.</p> <p>We have assumed that there will always be a number of clients that will have their alarm funded.</p>

### Section 4: Recommended Course of action

No	Action	Details
12.	State a recommended course of action [please refer to action plan]	<p><b>Outcome 2: Adjustments to remove barriers</b> – Action to remove the barriers identified in relation to equalities have been taken or actions identified to better promote equality.</p> <p>The reasons for recommending this option is due the following reasons:</p> <ol style="list-style-type: none"> <li>1. In most cases a community alarm is only required for short period of time to support a client who finds themselves in need of support to help alleviate a crisis. Therefore this proposal will still allow the provision of a funded community alarm as part of an interim intermediate care package. This is over and above what is provided by neighbouring local authorities and any legal obligations.</li> <li>2. If after the period of funded care the client decides that they would want to continue with the service then they have multiple options dependent on their personal situation: <ol style="list-style-type: none"> <li>a. If they are eligible for additional benefits such as Attendance Allowance they may decide to use some of this benefit to fund their alarm</li> <li>b. If they meet FACS criteria then the cost of the alarm can be funded via their personal budget as part of their</li> </ol> </li> </ol>

		<p>overall care package within their RAS allowance</p> <p>c. If they do not meet any FACS criteria then they can fund an alarm themselves from any provider as there is an established market to choose from</p> <p>3. If a client has high needs then it is more than likely that they will have TeleCare as part of a community alarm and hence this will be provided as part of their package of care under their FACS entitlement.</p> <p>4. This policy ensures that we provide a community alarm to a greater number of clients for shorter periods of time rather than providing alarms to a limited number of clients on an on-going unlimited period of time.</p> <p>5. The standard process for dealing with exceptional circumstances (escalation to professional leads and general managers) will be used to ensure that the most vulnerable clients are not disadvantaged.</p>
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## Section 5: Monitoring and Action Plan

No	Action	Details
13.	<b>Outline plans to monitor the actual impact of your proposals</b>	When this proposal is implemented, clients will have the choice to purchase with their own funds a service from several different private providers so we will be unable to track effectively if clients have continued with a similar service and their group as categorised by this EIA. If the client chooses an alarm from the Torbay Lifeline Service then we will be able to track and monitor the number of clients who have transferred and also the specific groups as specified in this EIA where the information is recorded.

### Action plan

No.	Action	Reason for action / contingency	Resources	Responsibility	Deadline date
1	Monitor the number of clients who continue to receive a Social Care Funded Community Alarm	Ensure that those who are vulnerable but unable to afford an alarm continue to receive the service	Alarm Service Database	Alarm Service Manager	Ongoing
2	Monitor the number of clients who transfer from Social Care Funded to Private Funded within the Torbay Lifeline Alarm Service.	Ensure that the policy does not negatively impact the number of users of the service who can afford the service.	Alarm Service Database	Alarm Service Manager	Ongoing