

Report to: Cabinet

Date: 11 March 2013

Report of: Director of Children's and Adult Services

Report No:

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Report Title: **Fairer Contributions for non-residential Adult Social Care services**

Non Confidential: This report does not contain information which warrants its consideration in the absence of the press or members of the public.

Purpose: To set out the results of consultation on proposals to reduce the levels of subsidy within the Fairer Contributions Policy to take into account a reduction in Council funding from 2013 onwards, and to seek approval from the Cabinet to implement the final proposals.

Recommendations: The Cabinet is recommended to approve the following final proposals:

- To implement a previous decision, deferred for 12 months, to increase the charge for a meal from £3.00 to £3.50 from 1st May 2013.
- To implement an increase the charge for a meal from £3.50 to £4 from 1st April 2014.
- To increase the charge for community transport from £3 to £3.50 per round trip from 1st May 2013.
- To increase the charge for community transport £3.50 to £4 per round trip from 1st April 2014.
- To increase the daily day care attendance charge from £10 to a maximum of £15 from 1st May 2013.
- To increase the daily day care attendance charge from £15 to a maximum of £20 from 1st April 2014.

Background Doc(s):

Report to Executive Cabinet Member – [Report to Executive Cabinet Member – Deputy Leader 17 September 2012 \(consultation report\)](#)

Summary:

The report details the results of consultation on proposals to reduce the levels of subsidy within the Fairer Contributions Policy.

It includes the following appendices:

Appendix A Summary of Consultation Responses.

Appendix B Financial impact on Day Care Service Users

Appendix C Tables showing Greater Manchester cost comparisons

Appendix D Equality Impact Assessment (post consultation)

1. Purpose of the report

- 1.1 This report sets out the outcomes of a consultation on proposed reductions in the discretionary subsidies made by Bolton Council for community meals, community transport and day care services and presents the final proposals in response.

2. Background to the Proposals

- 2.1 At its meeting on the 3 September 2012, the Council's Cabinet approved the start of consultation on a programme of savings totalling £35.6m over the years 2013/14 and 2014/15. The savings target subsequently increased to £43.4m following the Local Government Grant Settlement announcement in December 2012, with the Council approving the additional savings at its 20 February 2013 meeting.
- 2.2 As part of the Council's overall savings of £43.4m, the savings target for the Health and Adult Social Care Department is £3.65m.
- 2.3 Following the significant budget reductions already made by Bolton Council over the period 2010/11 to 2011/12, a further saving of £3.65m in Health and Adult Social Care for the coming two years will be very challenging and will result in a reduction in staffing and resources across the Department that will inevitably impact in the services provided to the citizens of the Borough.
- 2.4 Decisions about where savings can be made within Health and Adult Social Care are difficult. However, in the Cabinet Report of 3 September 2012, the Council has reconfirmed the key principles that it will follow when making these decisions. These principles include:
 - Protect the aims of achieving economic prosperity and narrowing the gap.
 - Protect services to the most vulnerable.
 - Maximise savings from management and administration
 - Move from universal to targeted provision.
 - Reduce the level / quality of services.
 - Minimise compulsory redundancies.
- 2.5 The Health and Adult Social Care Department has followed these overarching strategic principles in setting the departmental budget for the period 2013/14 and 2014/15, and in determining within which areas departmental savings are proposed.
- 2.6 The proposals set out in this report are for a reduction in the discretionary subsidies that the Council provides for community meals, community transport and day care. Making savings in these areas of discretionary expenditure effectively reduces the amount of savings that need to be made in front line, statutory care services provided to vulnerable and elderly adults.
- 2.7 Consequently, the proposed option in this report is one which matches the Council's and the Department's priorities and seeks to minimise the impact on the most vulnerable and frail adults.
- 2.8 The financial saving resulting from the proposals set out in this report is estimated to be up to £200,000 over the 2013-15 period.
- 2.9 On 17 September 2012 the Executive Cabinet Member - the Deputy Leader approved a report setting out proposed changes to the current levels of subsidy within the Fairer Contributions Policy for consultation with service users, carers and families. The proposals in the report were for the retention of discretionary subsidies for the cost of community meals, community transport and day care, and for these subsidies to be reduced to bring the charges for these services closer to the actual cost for the Council.
- 2.10 The following changes were proposed for the period 2013-2015:

- **Meals:** To implement a previous decision, deferred for 12 months, to increase the charge for a meal from £3.00 to £3.50 from 1st May 2013; and to increase the charge for a meal from £3.50 to £4 from 1st April 2014.
- **Transport:** to increase the charge from £3 to £3.50 per round trip from 1st May 2013, and from £3.50 to £4 per round trip from 1st April 2014.
- **Day Care Attendance Charge:** to increase the maximum daily charge from £10 to £15 from 1st May 2013, and to £20 from 1st April 2014.

2.11 The table below shows the current and proposed level of charges and also the actual cost of service provision to the Council. The level to which the Council is subsidising each element of the charge is shown in brackets:

Service	Current charge (& Council Subsidy)	Proposed Charge 2013/14 (& Council Subsidy)	Proposed Charge 2014/15 (& Council Subsidy)	Cost to Council at 2012 Prices
Meal (meal at home / luncheon clubs/ day centre)	£3.00 (£3.06)	£3.50 (£2.56)	£4.00 (£2.06)	£6.06 (including delivery costs)
Transport (per round trip)	£3.00 (£5.70)	£3.50 (£5.20)	£4.00 (£4.70)	£8.70
Day Care (maximum charge per attendance)	£10.00 (£20-£37)	£15.00 (£15-£32)	£20.00 (£10-£27)	£30-£47 (dependent on needs)

2.12 The day care attendance charge is means tested. Therefore, the maximum charge per attendance is shown above, to illustrate the impact of the proposed reduction in subsidy on a service user paying the full cost. In reality, very few service users pay the full charge and the majority pay a day care attendance charge that is much lower than the maximum shown above. The tables in Appendix B illustrate the impact of the proposed change in the day care attendance charge for clients with a range of income levels.

2.13 It is clear from Appendix B that, should the proposed reductions in discretionary subsidy be approved, only two of the current day care users have a level of income that would mean they would face an increase in charges at the new maximum rate. Ninety percent of users who currently pay a charge would see an increase in their weekly day care charge of £10 or less, based on the increase to £15 per attendance, and £20 or less, based on an increase the following year to £20 per attendance, of which 32% would see no change.

2.14 The charge for community meals is a flat fee and is not means tested. This is because the provision of community meals is a substitute for normal daily expenditure and is not considered to be a social care need. There is also no means testing for community transport and charges are levied as a flat fee.

2.15 The September 2012 Executive Cabinet Member consultation report contained tables comparing the current level of charges in Bolton with those across Greater Manchester. These tables are provided again at Appendix C for reference. The maximum charge across Greater Manchester authorities for community meals is £4.50, for community transport is £7 per return journey, and for day care the maximum charge £44. It is standard practice in a number of other GM authorities for the maximum charge for day care to be set at the actual cost of the provision, i.e. without any level of subsidy.

2.16 Following the formal consultation period, this report now addresses the key issues arising and puts forward proposals for final approval by the Cabinet.

3. Consultation process

3.1 Formal consultation on the proposals ended on 16th November 2012.

3.2 Key elements of the formal consultation included:

- A letter outlining the proposals together with a Frequently Asked Question document was sent to almost 900 service users who currently contribute to the cost of day care (which is means tested) and/or pay for community meals or transport services (which are not means tested).
- Service users and carers were invited to give their views on the proposals by either completing a questionnaire and/or attending an informal discussion at a day care centre.
- A total of 216 questionnaires with responses were returned, of which 119 were completed by a service user, 85 by a carer and 12 by another interested person.
- Approximately 100 service users and 30 carers attended one of the 9 discussion sessions held at 6 day care centres for people with learning disabilities and 3 day care centres for older people. The discussions were facilitated by an independent member of staff.
- The proposals were also discussed at the Departmental Local Involvement Group (LIG) in October 2012, which is attended by representatives of local service user groups.
- Consultation was undertaken with trades unions through Joint Consultative Committee meetings.

4. Key issues raised through formal consultation

4.1 The results of the consultation are set out in full at Appendix A. In summary, the main issues raised in that response were:

- A concern that the proposed reductions in subsidy would place an increased financial burden on vulnerable adults. This was, however, tempered to some extent by a recognition that the reductions in subsidy would enable the Council to protect its funding for front line, statutory care provision.
- A concern about the use of the term 'Fairer Contributions' which many respondents felt to be misleading. It is important to note, however, that the term Fairer Contributions is a national term, and that the charges for meals, transport and day care form part of the Council's overall Fairer Contributions policy.
- Some respondents felt that the reductions in subsidy should be smaller and phased in over a longer period of time.
- Some respondents expressed a view that increases in the amount charged for services were not appropriate as the quality of the services was not sufficient.
- In relation to community meals, many respondents suggested that an increase in the costs of meals was acceptable and suggested a range of alternatives to improve quality, including lower costs for light or cold lunches and the option not to have a dessert.
- In relation to community transport some respondents suggested that the increase in transport costs may lead them to look at alternative means of transport.

- The proposed reduction in the subsidy to day care generated the largest level of response. Many respondents felt that the increase in charges was acceptable as the system of means testing meant that they would not be affected by the proposals. A minority of respondents were, however, concerned about their ability to meet the additional cost of day care.

5. Impact on service users and families

Day Care

- 5.1 In response to some of the consultation feedback, the impact of the proposed increases on the users of day care centres has been further analysed (see Appendix B for detail).
- 5.2 As at the end of November 2012 there were 471 day care users, of whom 285 (60%) do not pay anything towards the cost of the day care service, either because their income levels are not of a sufficient level whereby they have to contribute under the financial assessment rules, or because they are also in receipt of other services, mainly home care, and are paying up to their weekly assessed contribution level for these services, leaving no disposable income to pay towards the day care service.
- 5.3 Of the remaining 186 users 59 people (32%) would not have to contribute any more under the proposed increases, as they already pay the maximum assessed amount.
- 5.4 Thus, in total, 344 service users (73% of the 471 in total) would be unaffected by the increases, either because they would continue not to pay anything (285 people) or they would not pay anything more than they currently pay (59 people).
- 5.5 This leaves 127 people who would have to contribute more (13 younger adults and 114 older adults). Under the proposed increase to £15 from April 2013, 57 people (31% of the 186) would pay up to an extra £5 per week, 50 people (27%) would pay up to an additional £10 per week, with the remaining 20 (10%) people paying additional varying amounts. The maximum additional amount payable would be £35 per week, which would affect only two people.
- 5.6 Under the proposed increase to £20 from April 2014 64 people (34%) would pay up to an extra £10 per week more than they currently do, 44 people (24%) would pay up to an additional £20 per week more. The maximum additional amount that anyone would have to pay is £70 per week, which, again, would affect two people.
- 5.7 Should the proposed reduction in the subsidy for day care be approved, the Council would continue to contribute between 50% and 68% of the actual cost of day care in 2013/14 and between 33% and 57% of the actual cost in 2014/15.

Meals and Transport

- 5.8 There are currently around 450 people who have a meal at home, at a luncheon club or at a day centre. Around 400 people use the transport service to a day centre. These people would all pay the proposed increased charge, although the Council would still be contributing 60% of the cost of community transport in 2013/14 and 54% in 2013/14. The Council would also be contributing 41% of the cost of community meals in 2013/14 and 34% in 2013/14.

6. Financial and Staffing Implications for the Council

- 6.1 The financial impact for the Council of the proposed increases for day care are difficult to estimate accurately as the charge is means-tested, so the actual charge paid by an individual service user will vary, dependent on their financial circumstances. However, based on the current position, the proposed £5 increase in day care from April 2013 would result in the Council being able to reduce the total level of discretionary subsidy by approximately £40,000, rising to around £80,000 with a further £5 increase from April 2014. The proposed charge of

£20 from April 2014 would still represent a subsidy of between £10 and £27 per day for a service user paying the full £20 attendance charge, dependent on the individual day centre attended. The Council currently spends £5m on day care, with service users contributing £130k through charges.

- 6.2 The Council currently produces around 160,000 meals per annum, including meals delivered to people's homes and luncheon clubs, together with meals served at day centres, so the proposed 50p increase from April 2014 would result in the Council being able to reduce the subsidy by approximately £80,000 per annum from 2014/15.
- 6.3 The transport service currently undertakes around 45,000 passenger journeys per annum. The proposed increase would reduce the level of subsidy by around £20,000 in 2013/14, rising to £40,000 in 2014/15.
- 6.4 Taken together, the savings resulting from a reduction in the discretionary subsidies for community meals, community transport and day care are estimated to secure a saving for the Council of approximately £60,000 in 2013/14 and around a further £140,000 in 2014/15.
- 6.5 There are no proposals in this report for any reduction in the number of posts in day care, community meals and community transport provision. It is acknowledged that there may be a reduction in demand for services but this is anticipated to be small and unlikely to impact on staffing levels. The majority of people using day care services will not pay any more than they already pay due to means testing and, given the remaining subsidies for meals and transport, their cost is expected to remain comparable to alternative providers.

7. Equality Impact Assessment

- 7.1 Under the Equality Act 2010, the council must have due regard to:
 - Eliminating unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act
 - Advancing equality of opportunity between people who share a protected characteristic and people who do not share it
 - Fostering good relations between people who share a protected characteristic and people who do not share it
- 7.2 It is therefore important to consider how the proposals contained within this report may positively or negatively affect this work. To support this analysis, an Equality Impact Assessment (EIA) has been carried out on the proposals outlined in this report, and is attached at appendix D.
- 7.3 The EIA looks at the anticipated (positive and/or negative) impacts of the proposal on people from Bolton's diverse communities, and whether any group (or groups) is likely to be directly or indirectly differentially affected. This Equality Impact Assessment builds on the equality screening which was completed on the initial review options, and summarises the stakeholder consultation which has been completed as part of this review.
- 7.4 Due to the nature of the proposals, and the need to make significant savings, it is anticipated that there could be some adverse impact on some groups. Care has been taken to understand the issues arising, and to take action to mitigate the possible impacts as far as practicable.
- 7.5 The equality considerations are set out in more detail in the Equality Impact Assessment at Appendix D. Should the proposals be approved by the Executive Cabinet Member, they will be kept under review as part of the overall budget process.

8. Recommendations

8.1 The Cabinet is recommended to approve the following final proposals:

- To implement a previous decision, deferred for 12 months, to increase the charge for a meal from £3.00 to £3.50 from 1 May 2013.
- To implement an increase the charge for a meal from £3.50 to £4 from 1st April 2014.
- To increase the charge for community transport from £3 to £3.50 per round trip from 1st May 2013.
- To increase the charge for community transport £3.50 to £4 per round trip from 1st April 2014.
- To increase the daily day care attendance charge from £10 to a maximum of £15 from 1st May 2013.
- To increase the daily day care attendance charge from £15 to a maximum of £20 from 1st April 2014.

Appendix A

Fairer Contributions Proposals 2012: Summary of Consultation : General

Issue Raised	Response
<p>Why is the Council proposing these increases when the Government is reassuring everyone that vulnerable and older people will be protected? It is unfair to increase charges for vulnerable people.</p>	<p>Having already had to deliver savings of £60m in the period from 2011 to 2013, the Council now needs to find a further £43.6m savings during 2013-2015.</p> <p>Health and Adult Social Care has been asked to deliver savings of £3.65m (or just over 6% of its 2012/13 budget) during 2013-2015. The context for savings proposals within adult social care is to ensure that eligible social care needs continue to be met, whilst identifying options that may reduce the overall costs of either Council run or commissioned services.</p> <p>Currently, the Council subsidises the day care, transport and community meals services. The actual cost of providing these services is much higher than the charges made. The proposal is to reduce, but not remove, the subsidy for these services by increasing charges. This will reduce the amount the Council has to spend on the subsidy, which reduces the amount of savings the department needs to deliver directly from statutory care services.</p> <p>As charges for day care are subject to a financial assessment, those on the lowest incomes, who currently do not pay anything towards the cost of their care, will not have to pay the increased charges.</p>
<p>Why are the increased charges being applied to some social care services and not others?</p>	<p>There is no requirement to have a social care assessment in order to use the transport and community meals services. These services are subsidised by the Council and due to increasing costs and pressure on budgets the Council needs to review the charges made to those that use these services.</p> <p>People with eligible social care needs in Bolton are given a Personal Budget that enables them to choose the services that best meet their needs. They use this budget to put together a care plan based on the costs of their chosen services. Depending on individual financial circumstances they may be assessed as needing to make a financial contribution to their Personal Budget.</p> <p>In Bolton, the day care service continues to be subsidised by the Council. Home care is not subsidised, i.e. the hourly charge of £12.80 to the service user is the same average hourly rate which the Council pays to home care companies to provide the service. Therefore there is no proposal to increase the home care charge.</p> <p>Charges for residential care are covered by different rules, which are determined nationally, and under which people pay the maximum they can afford, based on the level of any savings and capital they have and also on their weekly income.</p>

Issue Raised	Response
Will the Council also be putting up the costs of respite care?	There are no current plans to increase the costs of respite care.
The consultation is a waste of time and money because it will not have any impact on the decision to increase charges.	The consultation approach is in line with Council requirements to consult as part of the decision making process. All feedback will be carefully considered before final decisions are taken by the Cabinet in March 2013.
How much will the Council save by increasing these charges?	<p>The proposed £5 increase in day care from April 2013 would result in a reduction of £40k subsidy to the Council, rising to around £80k with a further £5 increase from April 2014.</p> <p>The Council currently produces around 160,000 meals per annum, so the proposed 50p increase from April 2014 would reduce the subsidy by around £80k.</p> <p>The transport increase would reduce the subsidy by around £20k in 2013/14, rising to £40k in 2014/15.</p>
It is important that the Council keeps people informed in relation to next steps.	<p>The details of the Cabinet decision will be publicised to clients and carers via the day care centres and community meals service.</p> <p>In addition, all individuals that need to pay more as a result of the increased day care charges will receive at least one month's notice of the amount of their increased contribution. It will be made clear that if anyone believes their financial circumstances have changed they will be entitled to have a new financial assessment.</p>
The Council should continue to provide high quality services that meet the needs of vulnerable people.	We will be working very hard to maintain the quality of service provided.
The Council should consider making smaller increases in charges over a longer period of time.	The final decision on any increases will be made by the Cabinet after consideration of the results of the consultation exercise. However, the size of the immediate financial challenge that is faced by the Council means that it is very difficult to make longer term budget changes. It is also important to note that the Council has already deferred a reduction in the subsidy for community meals by 12 months.
The Council should consider making savings in other ways rather than increasing these charges.	The Council has already made savings of £60m over the last 2 years with a reduction of 833 jobs. The priority has been, and continues to be, to maximise proposals that improve efficiency and make savings from management and administration where possible before front-line services. However, the scale of the savings required means that the Council has to consider every possible option and look for savings and efficiencies in every service area. Further details of the Council's Budget Options for the period 2013-2015 can be found on the Council's website.

Issue Raised	Response
Why can't the Council use its reserves to maintain the subsidy for day care, community meals and transport?	<p>The council has limited reserves and has had to plan how best they can be used to make sure the budget remains sustainable over the next 3 to 4 years.</p> <p>In setting its budget for 2013/15, Council has already chosen to use some of its reserves to protect mainstream statutory services and no further reserves are available to support areas of discretionary subsidy.</p> <p>The decision to reduce the level of subsidy for community meals has already been deferred for one year.</p> <p>It is also important to note that the proposals included in this report are for a reduction in the level of subsidies, not their removal. The Council will still continue to provide discretionary subsidies for day care, community meals and transport.</p>
Will the costs of care continue to rise?	<p>The Council is working hard with its care providers to keep the costs of care as low as possible.</p> <p>Our Fairer Contributions Policy will ensure that individual contributions to a Personal Budget are based on a full financial assessment and will therefore be based on the individual ability to pay.</p> <p>Where subsidies exist, however, it is possible that the Council will have to consider reducing the level of subsidy further in future.</p>
The process for billing of care costs is unpredictable and difficult to understand.	<p>The current process is that all invoices are processed during the last week of the month and show an invoice date of the 1st day of the following month (e.g. Invoices dated 1 December 2012 will have been produced from 26th November to 30th November). Invoices are either for a 4 or 5 weekly period depending on the month. If the client pays by Direct Debit they have a choice of paying either on the 10th or 25th of the month. If they choose the 10th of the month we are fulfilling our legal obligations by giving them 10 days' notice of any withdrawals.</p> <p>We will review with service users the current process to see if any improvements need to be made.</p>
Individual reviews are not being carried out annually as legally required.	Reviews for people attending day care were put on hold to coincide with a full review of the service. All reviews for people in Day Care will be carried out by the end of March 2013.

Issue Raised	Response
<p>The proposed reductions in subsidies will lead to fewer people using the services and a subsequent loss of jobs at the Council.</p>	<p>None of the proposals are for a direct reduction in the number of people employed in the delivery of day care, community transport or community meals.</p> <p>The reduction in subsidy may lead to a reduction in the number of people choosing to use the services. However, the projected reduction is anticipated to be relatively small and not at a level that would impact significantly upon staff numbers.</p> <p>The Council anticipates only a small reduction in demand because means testing will ensure that very few clients will see an increase in the amount they have to pay for day care and the remaining subsidy means that the cost of meals and transport remain competitive.</p>

Day Care

Issue Raised	Response
The proposed level of increase in day care charges is excessive.	<p>Day Care is currently subject to a £10 attendance charge. The unit cost to the council is much higher and averages between £30 and £47 per day, dependent on the service.</p> <p>The proposal is to increase the day care attendance charge from £10 to £15 from 1st April 2013 and to £20 from 1st April 2014. This will reduce the level of subsidy the Council is providing to those that use this service, bringing the service more in line with other social care services where full costs are used within the Personal Budget.</p> <p>Our Fairer Contributions Policy will ensure that individual contributions to a Personal Budget are based on a full financial assessment and will therefore be based on the individual ability to pay.</p>
The terminology 'Fairer Contributions' is inappropriate and misleading.	<p>Our Fairer Contributions policy was introduced in response to the Department of Health Fairer Contributions Guidance published in July 2009. The main purpose is to provide guidance on how a person's contribution, if any, to their personal budget should be calculated. The policy aims to ensure that over time the personal contribution is fair to all and not influenced by the choices each person makes to meet their care and support needs.</p> <p>In Bolton our policy recognises that day care is a subsidised service. It therefore allows the value of the subsidy to be excluded from the personal budget against which the contribution is calculated</p>
It is unfair that those who have worked hard, paid into the welfare system and managed their finances should pay while others receive the service for free.	<p>Unlike health care, people have always had to pay for, or contribute towards, the cost of social care. Councils have used the charges or contributions people have paid towards the cost of these services to reinvest in social care services that they would otherwise not be able to provide. Our Fairer Contributions policy ensures that people contribute only what they can reasonably afford.</p>
If costs are increased there should also be an increase in quality.	<p>These proposals are intended to reduce the level of subsidy the Council is currently providing for these services rather than to increase income in order to invest further in the quality of service provision. The actual cost of providing these services is much higher than the charges proposed. We are, however, always striving to improve our services and welcome suggestions, although we are unlikely to make changes that require significant investment.</p>

Issue Raised	Response
Some people may have to reduce the amount they use day care or completely stop using it if the prices are increased. This will have a negative impact on their quality of life and health and wellbeing.	<p>An individual's contribution will be based on a financial assessment and therefore those on the lowest incomes will be protected from paying the full increase.</p> <p>We recognise, however, that some people may decide to reduce their attendance at day care in order to save money. In this situation we will ensure there is a formal review of their care package including support to consider alternative ways of meeting their individual care needs.</p>
Day centres may close because the people that use them can no longer afford to use them.	<p>If these proposals are approved, based on the profile of almost 500 clients using day care at the end of November 2012, just over 25% are likely to have to pay an increased contribution to their Personal Budget.</p> <p>While we accept that some people may decide they no longer wish to use day care, we do not expect the numbers will be sufficient to pose a threat to the service</p>
Those that have to reduce/stop using day care because they can no longer afford to go may need to access alternative care provision.	If some people do decide to reduce their attendance at day care in order to save money we will ensure there is a formal review of their care package including support to consider alternative ways of meeting their individual care needs.
Some people will pay the increased charges because the service is very important to them, but it will make it difficult for them to manage financially at a time when many essential costs are increasing.	The financial assessment is based on people's ability to pay, based on their disposable income which is the difference between their income (with certain exclusions e.g. earnings) and allowances for spend, which are set at a minimum of income support or Pension Credit guarantee plus a 25 % buffer to cover the costs of daily living and housing costs. An additional allowance is also given for any costs incurred as a result of disability (for example additional heating costs etc.). This is in line with the Department of Health's charging guidance. However, it should be noted that Bolton only takes into account 95% of disposable income, rather than the full amount.
Some people agreed the increases are reasonable and understandable and will have no impact on their use of the service.	Based on our analysis we know that approximately 75% of day care clients will not be affected by the day care proposals. Those that are affected will only be asked to pay what they can afford to pay, based on an assessment of their means and ability to pay (as explained above).
Some people believe that disability related benefits e.g. Attendance Allowance will be sufficient to pay the additional charges. Other people believe that disability related benefits will be insufficient to meet the additional charges. How will these proposals impact on those who are dependent on benefits?	People are only assessed to pay what they can afford to pay, based on their disposable income (as explained above).

Issue Raised	Response
Increasing the charges will mean that some self – funders will reduce their savings below the threshold where the Council becomes liable to contribute towards the costs of care more quickly than they otherwise would have done.	<p>In line with government legislation and guidance, where the value of a person's capital and assets is over £23,250 they are required to pay the maximum contribution towards the cost of their care. Capital will include cash, savings and other forms of investments, as outlined in guidelines published by the Department of Health. The capital value of a person's home will not normally be taken into account in the financial assessment where they continue to occupy the dwelling as their home.</p> <p>Clearly any increase in contributions is likely to reduce an individual's assets where these are fixed. This is, however, in line with the Fairer Contribution policy.</p>
Some carers that rely on day care to give them a break feel it will be difficult or impossible to pay the increased charge.	People are only assessed to pay what they can afford to pay, based on their disposable income (as explained above).
Some carers indicated they will have to subsidise day care costs from their own income because the income of the service user is insufficient. Some of these people are receiving benefits themselves e.g. Carers Allowance.	Carers' income is not included in the financial assessment, which is based solely on the financial circumstances of the service user. As outlined above, the income of the service user should be sufficient to pay for the cost of care through their financial assessment, which is based on the ability to pay.
Some carers indicated that if they have to reduce the amount of day care it will have a negative impact on their own health and ability to cope.	<p>As above, based on our analysis we know that approximately 73% of clients will not be affected by these proposals. Those that are affected will only be asked to pay what they can afford to pay, based on their disposable income (as explained above).</p> <p>If some people do decide to reduce their attendance at day care in order to save money we will ensure there is a formal review of their care package including support to consider alternative ways of meeting their individual care needs. This will include consideration of any impact on informal carers. Informal carers are also entitled to an assessment of their own needs.</p>
Some carers suggested they will have to stop providing informal care if they can no longer afford day care. This will result in significant costs to the Council if residential care services need to be provided instead.	<p>As above, those that are affected will only be asked to pay what they can afford to pay, based on their disposable income.</p> <p>If some people do decide to reduce their attendance at day care in order to save money we will ensure there is a formal review of their care package including support to consider alternative ways of meeting their individual care needs. This will include consideration of any impact on informal carers. Informal carers are also entitled to an assessment of their own needs.</p>

Issue Raised	Response
The Council is increasing the charges because it wants to close the day care service.	Although the Council has to make considerable cuts in its budget its priority continues to be to protect front line services as far as possible. There is no intention to close the day care service and we recognise how important this service is to those that use it. We do, however, have to consider all ways to manage the financial situation. Reducing the level of subsidy to this service is in line our Fairer Contributions policy which ensures that people will only be asked to pay what they can afford, based on their disposable income.
The Council is increasing the charges because it wants people to take a Direct Payment instead.	<p>While it is important to ensure that all social care users are able to choose the care package that suits their individual needs, Direct Payments are only one way to achieve that. Our care managers work closely with all our clients to ensure they have considered all the options available to them.</p> <p>Direct Payments are subject to the same financial assessment process as Personal Budgets and therefore individual contributions are required in the same way.</p> <p>Although the increase in charges for day care may prompt some people to re-consider their care package it is unlikely this will lead to a significant shift to Direct Payments.</p>
The Council is acting improperly by increasing the charges because it has a legal obligation to provide care.	<p>The Council does have a legal obligation under various enactments, such as Section 29 of the National Assistance Act 1948 and Section 45(1) of the Health Services and Public Health Act 1968, to provide non-residential services.</p> <p>However, Section 17 of the Health and Social Services and Social Security Adjudications Act 1983 (HASSASSA Act 1983) gives councils a discretionary power to charge adult recipients of non-residential services. The Section provides that councils may recover such charges as they consider reasonable in respect of relevant services, subject to subsection 3- a requirement that they have procedures for reducing or waiving the charge where it is not "reasonably practicable for the user to pay the full charge.</p> <p>In exercising social service functions, councils must have regard to guidance issued by the Secretary of State under Section 7 of the Local Authority Social Services Act 1970. This guidance is entitled "Fairer Charging policies for Home Care and other Non-Residential Social Services" and states that "When they do decide to charge for services, councils also retain substantial discretion in the design of charging policies."</p>
Some people will consider making a legal challenge if the costs are increased as per the proposal.	People are able to consider making a legal challenge to any decision to increase charges, if they so wish, but they would have to establish legal standing and grounds for a challenge. An increase to costs, following a proper consultation, does not of itself give grounds for challenge.

Issue Raised	Response
If service users refuse to pay, the Council is unlikely to prosecute because it has a 'duty of care'.	<p>Section 17 of the Health and Social Services and Social Security Adjudications Act 1983 (HASSASSA Act 1983) paragraph (4) gives councils the power to recover any charge summarily as a civil debt. Refusal to pay does mean this power is likely to be used.</p> <p>Furthermore, the Council's Fairer Contribution policy clearly states that:</p> <p>"Services to meet assessed needs will not be refused or withdrawn if an individual does not pay their assessed contribution, or lodges an appeal against the assessed contribution. However, debt recovery (including Court Action) may be pursued for all outstanding verified contributions."</p>
The Council needs to provide a clearer explanation of how the proposed increases will affect individuals.	If a service user has to pay more towards the cost of day care as a result of the proposals, they will be notified of how much more they will need to pay at least one month before the date the increase takes effect.
The Council should provide care manager support to ensure service user and carer needs continue to be met and alternative care options are considered if people feel they can no longer afford day care.	As above, if some people do decide to reduce their attendance at day care in order to save money we will ensure there is a formal review of their care package including support to consider alternative ways of meeting their individual care needs. This will include consideration of any impact on informal carers. Informal carers are also entitled to an assessment of their own needs.
Alternative care options for people using day care are not satisfactory.	<p>Our care managers work closely with all our clients to ensure they have considered all the options available to them. Some people have been successfully supported to move from day care to an alternative care package.</p> <p>We recognise, however, that some people feel they have limited alternative options and we are working to address this through our work with a range of other care providers locally.</p>
The Council may be able to save money by looking at alternative venues for day care where the rent is less.	The Council is actively looking at options to reduce its property costs, which include the option to exit day centres when leases expire.
The Council should save money at day care by turning the heating down.	This suggestion has been shared with service managers for consideration.

Issue Raised	Response
<p>The current financial assessment process is confusing. Some people wanted reassurance that all care costs are taken into consideration including respite.</p>	<p>The Council's visiting officers carry out a financial assessment in the service user's home, where they explain how the assessment is calculated and also advise on any benefits which can be claimed. In addition, the Council produces an annual "What will I pay?" leaflet, explaining the financial assessment process, which together with the Council's Fairer Contributions Policy, is available on the Council's website. The maximum amount that a service user is assessed to pay covers all the financially assessed charges i.e. for day care and home care. The charge for respite in a residential home to people with savings below £23,250 is a fixed charge per week, which is set with reference to the level of income support and pension credit guarantee. If the individual feels that they cannot afford the fixed charge they can ask for an individual assessment.</p>

Transport

Issue Raised	Response
<p>Some people are willing to accept the increased charges for transport.</p>	<p>Although the Council will continue to subsidise the cost of transport, it has been necessary to consider an increase in charges to reduce the level of subsidy.</p>
<p>The proposed increase in costs for transport is excessive.</p>	<p>Transport is currently charged at a Flat Rate fee of £3.00 per round trip but the actual cost to the Council is currently £8.70. The charge has been £3.00 since January 2012.</p> <p>The suggested increase will take the charge from £3 to £3.50 per round trip from 1st April, 2013 (40% of actual cost to the Council) and to £4 from 1st April, 2014 (46% of actual cost).</p>
<p>Some people will make alternative transport arrangements if the cost increases.</p>	<p>We understand some people may wish to consider alternative transport options and will support anyone that chooses to do that.</p>
<p>There could be negative impacts on carers if they decide to provide their own transport e.g. reduced respite time, physical impact of walking instead.</p>	<p>Carers will need to consider these issues in making their decision on which transport option to use.</p>
<p>Introduce some concessions for people on a low income who need to use transport.</p>	<p>The final decision on any increases will be made by the Cabinet after consideration of the results of the consultation exercise.</p>
<p>It may be possible to make efficiencies in the transport service e.g. some buses are only half full, which could reduce direct and charged costs.</p>	<p>Suggestions have been shared with service managers for consideration.</p>

Community Meals

Issue Raised	Response
Many people indicated the proposed increases are acceptable and will not impact on their use of the service.	Although the Council will continue to subsidise the cost of meals, it has been necessary to consider an increase in charges to reduce the level of subsidy.
The price increase is acceptable if the quality of the food improves to justify it.	Meals are currently charged at a flat rate fee of £3.00 per meal but the actual cost to the Council is currently £6.06 per meal. The proposal is to reduce the subsidy by increasing the cost to £3.50 from 1st April 2013 and to £4 from 1st April 2014. The increase in charge is not intended to fund specific improvements in the service.
Some felt the increased cost will be difficult to manage financially but they will continue to use the service as they have no alternative.	The Council is aware of how important this service is to those that use it and is therefore continuing to subsidise its cost.
The increase should be limited to £3.50. A rise to £4 is excessive.	The final decision on any increases will be made by the Cabinet after consideration of the results of the consultation exercise.
Some people may need to decrease the number of meals they have or make cut backs in other areas as they won't be able to afford it.	We understand that some people will need to consider the options available to them and may need to make changes. The Council is, however, continuing to subsidise this service in order to keep the cost as low as possible.
Some people will consider alternative options such as Wiltshire Farm Food.	We understand that some people will need to consider the options available to them and may want to make changes. The Council is, however, continuing to subsidise this service in order to keep the cost as low as possible.
There should be a cheaper light meal/lunch option for those attending day care.	This suggestion has been shared with the service managers for consideration.
Costs could be saved by not providing a sweet and/or charging extra for a sweet.	This suggestion has been shared with the service managers for consideration.
The Council subsidises the cost of school meals – Why can't it do the same for meals for older people?	<p>The Council is currently running a promotion to enable primary school children to receive a school meal for £1.25. The actual cost of meal production is up to £2.50, meaning that the Council is subsidising the cost by £1.25 per meal.</p> <p>The average cost of an adult community meal is £6.06 and the charge to the client for the meal is currently £3.00. This means that the Council is currently subsidising each adult community meals by £3.06, significantly above the level of subsidy for primary school meals.</p> <p>Should the proposed reductions in subsidy be approved, the Council would continue to subsidise each meal by £2.56 in 2013/14 and £2.06 in 2014/15; a level that remains greater than the current subsidy for primary school meals.</p>

Appendix B: Impact on Day Care Users

As at the end of November 2012 there were 471 day care users, of whom 285 do not pay anything towards the cost of their day care service. The impact of the proposed increases in the attendance charge on the 186 who do contribute to the cost of their day care, based on the number of actual attendances at a day centre over a 4 week period during October 2012 is as follows:

a) Proposed 2013/14 increase from £10 to £15 per attendance

Additional extra charge per week	Young Adults Day Centres	Older Adults Day Centres	Total number of service users	Percentage (%)
No change	41	18	59	32
£1 to £5	4	53	57	31
£5.01 to £10	6	45	50	27
£10.01 to £15	1	10	11	6
£15.01 to £20	1	4	5	2
£20.01 to £25	2	0	2	1
£35	0	2	2	1
Total	54	132	186	100

b) Proposed 2014/15 Increase to £20 per attendance (impact of the proposed increase over the 2 year period from £10 to £20)

Additional extra charge per week	Young Adults Day Centres	Older Adults Day Centres	Total number of service users	Percentage (%)
No change	41	18	59	32
£1 to £5	2	1	3	1
£5.01 to £10	1	60	61	33
£10.01 to £15	0	0	0	0
£15.01 to £20	5	39	44	24
£20.01 to £25	0	0	0	0
£25.01 to £30	1	10	11	6
£35.01 to £40	2	2	4	2
£50	2	0	2	1
£70	0	2	2	1
Total	54	132	186	100

Appendix C

COMPARATIVE DATA

Community Meals

A comparison of 2012/13 charges with other GM Authorities is as follows:

	£	COMMENTS
Bolton	3.00	Proposed increase to £3.50 deferred from January 2012.
Bury	3.70	Lunch at a Day Centre is £3.80. Tea at home also available at £2.15 and tea at Day Centre £2.60.
Oldham	3.90	£3.90 for a meal at a Day Centre or a Luncheon Club. Oldham no longer directly provides meals to people's homes.
Rochdale	n/a	Rochdale no longer directly provides meals.
Stockport	4.50	
Tameside	2.56	£2.60 for a meal at a Day Centre
Trafford	2.14	
Wigan	3.85	£1.79 for chilled evening meal

Day Care

A comparison with charges raised by other GM Councils in 2012/13 is as follows: (NB charges are subject to a financial assessment under the Fairer Contributions Policy)

	£ per session	COMMENTS
Bolton	10.00	
Bury	No charge	Under review during 2012/13
Manchester	n/a	Charge included within the service user's contribution to their Personal Budget
Oldham	42.00	Full cost of service via a personal budget
Rochdale	7.50	
Salford	44.00	Full cost of service via a personal budget.
Stockport	33.20	Includes a meal.
Tameside	2.17	
Trafford	16.50 / £31.25	£16.50 charge per day for people with savings less than £50k. £31.25 per day for people with savings more than £50k. Charges are reduced by 50% for a half-day session.
Wigan	30.00	

Transport

A comparison with charges raised by other GM Councils in 2012/13 is as follows:

	£ per single journey	COMMENTS
Bolton	1.50	£3.00 per round trip (regardless of distance travelled)
Bury	2.05	Depends on financial assessment
Manchester	3.50	
Oldham	2.60	
Rochdale	3.10	
Salford	n/a	Charge included within the service user's contribution to their Personal Budget
Stockport	2.50	
Tameside	1.53	
Trafford	1.00	
Wigan	No charge	

**Appendix D: Equality Impact Assessment
Part 1: Screening Form**

Bolton Council

Title of report or proposal:

Fairer Contributions for non-residential Adult Social Care services

Department:	Heath and Adult Social Care
Section/SIAP unit:	Adult Social Care
Date:	11 March 2013

This report is for decision and is therefore subject to an Equality Impact Assessment. The following questions have been completed to ensure that this proposal, procedure or working practice does not discriminate against any particular social group. Details of the outcome of the Equality Impact Assessment have also been included in the main body of the report.

Equality Impact Assessment Questions

1.	Describe in summary the aims, objectives and purpose of the proposal, including desired outcomes:
	<p>Background</p> <p>The purpose of this report is to set out proposals to reduce levels of subsidy within the Fairer Contributions Policy for community meals, community transport and day care attendance during the period 2013-2015 and to seek approval to consult on the following proposals:</p> <ul style="list-style-type: none"> • To implement a previous decision, deferred for 12 months, to increase the charge for a meal from £3.00 to £3.50 from 1 April 2013. • To implement an increase the charge for a meal from £3.50 to £4 from 1st April 2014. • To increase the charge for community transport from £3 to £3.50 per round trip from 1st April 2013. • To increase the charge for community transport £3.50 to £4 per round trip from 1st April 2014. • To increase the daily day care attendance charge from £10 to a maximum of £15 from 1st April 2013. • To increase the daily day care attendance charge from £15 to a maximum of £20 from 1st

April 2014.

On 30 March 2011 the Executive Member approved the implementation of a Fairer Contributions Policy within Bolton for non-residential adult social care services, based on Government Guidance, for individuals in receipt of a Personal Budget to meet eligible social care needs. The Policy replaced the previous Fairer Charging policy.

The Government guidance did not introduce any changes to the way in which Councils should undertake the financial assessment of service users or how the income or savings of personal budget holders are treated. It provided guidance on how both the **chargeable amount** of a personal budget and the **actual contribution** made by the personal budget holder might be calculated.

The Government's Fairer Contributions guidance says that the actual contribution made by a person is the **lowest** amount of the following:

1. The chargeable amount of the Personal Budget. Where a Council provides subsidised services, the guidance says that it would be fair to exclude the value of the subsidy from the Personal Budget before determining the chargeable amount.
2. The maximum assessed contribution based on the ability to pay which is determined by a financial assessment or;
3. Any maximum weekly charge (in Bolton this is currently £300 per week)

The guidance dealt with the approach councils should take in calculating the percentage applied to the personal budget to determine the chargeable amount and how to deal with personal budgets that include an element of subsidised services when calculating an individual's actual contribution, as is the case in Bolton.

In line with Government guidance the Policy allows for flat-rate charges, payable by everyone, to be applied to meals and transport on the basis that the charge is a substitute for normal day-to-day expenditure that someone would incur.

Current levels of subsidy

Currently a level of subsidy remains for some assessed and non-assessed services. Day care is an assessed service and is currently subject to a maximum £10 attendance charge. The unit cost to the council is much higher and averages between £30 and £47 per day, dependent on the needs of the service user.

Non-assessed services such as meals and transport are also subsidised. They are both charged at a flat rate fee of £3.00 but the actual costs are £6.06 (including delivery cost) and £8.70 respectively. By comparison, the home care charge of £12.80 per hour compares to an average cost to the Council of £12.80 per hour, i.e. there is no subsidy.

It should also be noted that in July 2011 the Executive Member approved an increase in the charge for a meal from £3 to £3.50 from 1st January 2012, which was subsequently deferred for 12 months when the Council approved the 12/13 Budget in February 2012.

On 21 July 2010 the Executive Member for Health and Adult Social Care approved public consultation on charging options and the adoption of a Fairer Contributions Policy. As a result of the consultation, subsidies were retained for non-residential based services and the findings helped to shape the Fairer Contributions Policy, which was approved for implementation by the Executive Member on 30 March 2011. The report recommends that the Council should now undertake a further consultation on the proposed changes.

2.	Who are the main stakeholders in relation to the proposal?
	<ul style="list-style-type: none"> • Existing customers and carers • Potential customers and carers • Partner Organisations • Elected Members • Bolton Council – Health and Adult Social Care employees • Interest Groups • Regulatory Bodies i.e. Care Quality Commission • Provider Services: in-house and commissioned
3.	In summary, what are the anticipated (positive or negative) impacts of the proposal?
	<p>Under national equalities legislation, the council must have due regard to:</p> <ul style="list-style-type: none"> • Eliminating unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act • Advancing equality of opportunity between people who share a protected characteristic and people who do not share it • Fostering good relations between people who share a protected characteristic and people who do not share it <p>This has shaped the Council's approach to its budget savings, which seek to ensure that a degree of protection is offered to the most vulnerable people; and to make sure that statutory duties – such as meeting people's eligible care needs – are met. However, savings – while proportionately lower than for other parts of the council – are still required from Adult Services, particularly from areas of discretionary expenditure.</p> <p>The context for savings proposals within adult social care is to ensure that eligible social care needs continue to be met, whilst identifying options that may reduce the overall costs of either Council run or commissioned services. The proposals in this report aim to reduce the level of subsidy towards the provision of care, which reduces the amount of savings the department needs to deliver directly from front line statutory services. This approach supports the overall strategy to "protect the most vulnerable", both through protecting front line services.</p> <p>The proposals to increase charges for community meals, community transport and day care will have a negative financial impact on all those receiving those services, apart from those day care users who are assessed as nil payers or who currently pay up to the level of their assessed contribution, as they will not have to contribute any more to the cost of their day care</p> <p>As mentioned above, meals and transport are charged at a flat rate, so all service users pay the same and will be subject to the same increases. This will have a greater impact on service users with the lowest disposable incomes than those with larger disposable incomes.</p> <p>However, the charge for attendance at a day centre is subject to a financial assessment of the individual service user, based on income levels and allowances for Disability Related Expenditure (DRE) etc. Analysis of the current cohort of day care users (as a snapshot), shows that out of 363 day care service users, 36% are nil payers so will not be affected by any increases, 20% are assessed to pay the full charge and 44% pay up to their assessed weekly contribution, i.e. as a result of their financial assessment some pay the full charge whilst others pay a contribution at a level dictated by their assessment.</p> <p>It is recognised that there could potentially be a negative impact on service users' health and wellbeing, and a negative financial and health impact on carers who may need to contribute to help cover the increased costs or to provide additional day care, transport or meals themselves. These proposals could result in fewer care services being accessed, which could impact upon health and wellbeing of both service users and their carers. However, this will continue to be monitored by care management in terms of service users' take up of these services.</p>

It is important to note that people on the lowest incomes, who do not currently pay anything towards the cost of their care, continue to be protected under the Fairer Contributions system. There are currently around 3,000 home care and day care service users and Direct Payment recipients, of whom around a third do not pay anything for the service.

Comparative data: the report benchmarks Bolton's current 2012/13 charges for meals, transport and day care with those from the other Greater Manchester Councils. In each case Bolton's charges are neither the lowest nor the highest. Bolton's charge of £3 for a meal compares with a lowest charge across Greater Manchester of £2.14 and a highest charge of £4.50. For transport the range is from a nil charge to £3.50 per single journey, compared to Bolton's charge of £1.50 per single journey. The day care charges range from a nil charge (at Bury, but currently under review) to a £44 charge (based on the full cost of the service), compared to Bolton's current charge of £10.

4. With regard to the stakeholders identified above and the diversity groups set out below:

	Is there any potential for (positive or negative) differential impact?	Could this lead to adverse impact and if so what?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?	Please detail what measures or changes you will put in place to remedy any identified adverse impact
All Service users	The proposals to increase charges for Community Meals, Transport will have a financial impact on all those receiving those services, There will be no financial impact for day care users who are assessed as nil payers or who currently pay up to the maximum level of their assessed contribution.			
Race	Should service users or their carers not speak English as a first language, there may be an impact around language barriers to understanding the changes.	No adverse impact is anticipated, as any language barriers will be identified through the council's usual procedures, and appropriate procedures will be followed to ensure that service users and their carers understand the changes.	<p>The policy will continue to be race / ethnicity neutral.</p> <p>The key driver behind the Fairer Contributions Policy is to support the move towards personal budgets which will provide customers with increased flexibility in deciding how their needs will be met – this will allow flexibility for different racial groups / ethnicities to choose the best solutions to meet their personalised outcomes.</p>	<p>If required, interpreters will be provided to ensure that the financial assessment is properly completed for means tested support.</p> <p>The proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.</p>
Religion	No differential impact is anticipated around religion.	The Fairer Contributions policy has a neutral affect with regards to religion / belief.	The policy will continue to be religion / belief neutral.	The proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.

Disability	<p>It is anticipated that there will be a differential impact around disability, because the users of these services all have some form of disability or infirmity.</p>	<p>There will be an impact as those service users affected by these proposals will have some form of disability or frailty.</p> <p>It has been recognised that concerns were raised in the consultation about potential negative impact on individual's financial situation, and therefore their health and wellbeing as a result of the proposals.</p>	<p>The Fairer Contributions Policy ensures a consistent way of calculating contributions based on the value of the personal budget rather than what the personal budget is spent on. The method for calculating an individual's contribution is based on the same method for everybody accessing non-residential services.</p> <p>The proposals set out in this report are for a reduction in the discretionary subsidies that the Council provides for community meals, community transport and day care. Making savings in these areas of discretionary expenditure effectively reduces the amount of savings that need to be made in front line, statutory care services provided to vulnerable and elderly adults.</p>	<p>We will continue to complete a full financial assessment of the service user's disability related costs. We will also continue to assist the service user to claim additional welfare benefits that they may be entitled to. If required, interpreters or additional support will be provided to ensure that the means test is properly completed.</p> <p>The proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.</p> <p>Concerns around impact on individual's health and wellbeing will be monitored through care management and be taken into account during the assessment process and when communicating with and signposting individuals and families.</p>
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Gender (including gender reassignment)	<p>It is anticipated that any impact will be in line with service user demographic make-up which is likely to mean more women overall will be impacted, because a greater proportion of service users are female rather than male.</p> <p>Women often tend to be primary carers and impacts in line with this are considered in 'Caring Status'.</p>	<p>Many service users, but not all, will experience a financial impact as a result of these proposals.</p> <p>It has been recognised that concerns were raised in the consultation about potential negative impact on individual's financial situation, and therefore their health and wellbeing as a result of the proposals.</p>	The policy covers all service users over the age of 18, irrespective of gender.	<p>The proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.</p> <p>Concerns around impact on individual's health and wellbeing will be monitored through care management and be taken into account during the assessment process and when communicating with and signposting individuals and families.</p>
Age	The services provided are for adults aged 18 years and above. The age and circumstances of the users who use each of the services varies. For example, the majority of people using the transport service are 18-64 year olds who have a learning disability, whereas the majority of people receiving meals are older people. Around two thirds of	<p>Many service users, but not all, will experience a financial impact as a result of these proposals.</p> <p>It has been recognised that concerns were raised in the consultation about potential negative impact on individual's financial situation, and therefore their health and wellbeing as a result of the</p>	<p>The policy applies to all adults over 18 years who are in receipt of or eligible for Bolton Council Social Care Services (under Fair Access to Care criteria).</p> <p>The proposals set out in this report are for a reduction in the discretionary subsidies that the Council provides for community meals, community transport and day care. Making savings in these areas of discretionary expenditure effectively reduces the amount of savings that need to be made in front</p>	The method for assessing disposable income (as defined by the government) will not change, therefore day care service users will continue to pay based on affordability, which will mitigate any differential impact. Those who do not currently pay for their day care will not be affected by the proposals.

	<p>day care users are older people and one third younger people.</p>	<p>proposals.</p>	<p>line, statutory care services provided to vulnerable and elderly adults.</p>	<p>Previous consultation feedback has indicated that the council should continue to work with partner organisations to promote benefit take up across the borough with a targeted focus on older adults, who, traditionally are reluctant to apply for benefits entitlement. This work will continue.</p> <p>In addition, the proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.</p> <p>Concerns around impact on individual's health and wellbeing will be monitored through care management and be taken into account during the assessment process and when communicating with and signposting individuals and families.</p>
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Sexuality	No differential impact is anticipated.	The Fairer Contributions policy has a neutral affect with regards to sexual orientation.	The policy applies to all adults over 18 years who are in receipt of or eligible for Bolton Council Social Care Services (under Fair Access to Care criteria).	The proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.
Caring status (including pregnancy & maternity)	It is anticipated that there could be a differential impact around caring status in terms of carers supporting those service users affected financially as a result of the proposals.	<p>An assessment is carried out to establish a customer's needs and calculate their budget. The assessment takes into account the level of informal support provided by carers, which affects the personal budget allocation.</p> <p>For service users who are carers for children, additional allowances are given to those with dependent children as per appropriate guidance and in keeping with the additional levels of welfare benefits that they are entitled to.</p> <p>It has been recognised</p>	<p>Personal budgets and the Fairer Contributions policy should provide greater flexibility between customer and carer over how care arrangements are managed in line with the individual's needs and preferences and those of their support network.</p> <p>The proposals set out in this report are for a reduction in the discretionary subsidies that the Council provides for community meals, community transport and day care. Making savings in these areas of discretionary expenditure effectively reduces the amount of savings that need to be made in front line, statutory care services provided to vulnerable and elderly adults.</p>	<p>The proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.</p> <p>The new Carers Strategy for Bolton has been developed and will be published in 2013. This will take into account any impacts that are identified.</p> <p>Carers are not financially assessed for support they receive as carers in their own right.</p> <p>Concerns around impact on individual's health and wellbeing will be monitored through care management and be taken into account</p>

		that concerns were raised in the consultation about potential negative impact on individual's financial situation, and therefore their health and wellbeing as a result of the proposals.		during the assessment process and when communicating with and signposting individuals and families.
Marriage and civil partnership	No differential impact in relation to these proposals.	No adverse impact is anticipated as all those who live with a partner or spouse will continue to have the option of completing a means test based on the joint circumstances as well as the service user's individual circumstances.	The policy applies to all adults over 18 years who are in receipt of or eligible for Bolton Council Social Care Services (under Fair Access to Care criteria).	<p>We will continue to ask the service user whether they have a partner/civil partner/spouse with whom they live.</p> <p>The proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.</p>
Socio-economic	There may be a differential impact depending on income levels.	The proposed increase to flat rate services, such as meals and transport, could potentially have a greater adverse impact on those who have a lower disposable income than those with a higher	<p>The policy applies to all adults over 18 years who are in receipt of or eligible for Bolton Council Social Care Services (under Fair Access to Care criteria).</p> <p>It is important to note that people on the lowest incomes, who do not currently pay anything towards the cost</p>	Staff will continue to have their awareness raised through training to identify areas where there are concerns that an individual is refusing services due to monetary worries.

		<p>disposable income.</p> <p>It has been recognised that concerns were raised in the consultation about potential negative impact on individual's financial situation, and therefore their health and wellbeing as a result of the proposals.</p> <p>It is recognised that service users may be receiving more than one service that is subject to these proposals, therefore individuals may be affected by more than one increase.</p>	<p>of their care, continue to be protected under the Fairer Contributions system. There are currently around 3,000 home care and day care service users and Direct Payment recipients, of whom around a third do not pay anything for the service.</p> <p>The proposals set out in this report are for a reduction in the discretionary subsidies that the Council provides for community meals, community transport and day care. Making savings in these areas of discretionary expenditure effectively reduces the amount of savings that need to be made in front line, statutory care services provided to vulnerable and elderly adults.</p>	<p>The proposals have been subject to consultation with key stakeholders and any changes will be communicated to customers.</p> <p>In relation to day care, it is important to stress that those who do not currently pay for day care services (i.e. those on the lowest incomes) will not be affected by the proposals.</p> <p>Concerns around impact on individual's health and wellbeing will be monitored through care management and be taken into account during the assessment process and when communicating with and signposting individuals and families.</p> <p>In terms of service users who may be subject to increases in charges for more than one service; assessed services</p>
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				are subject to a financial assessment and will only pay up to their maximum weekly amount, and this will be taken into account when communicating with and signposting individuals and families. It is important to note that people on the lowest incomes, who do not currently pay anything towards the cost of their care, continue to be protected under the Fairer Contributions system.
Other comments or issues	It is possible that there could be an adverse impact on people's health if they choose to refuse services due to concerns around charges. Staff will be trained to explain the position to service users and their families, and to signpost service users to additional advice/benefits advice to maximise their income and to ensure services are picked up where required.			
<p>Please provide a list of the evidence used to inform this EIA, such as the results of consultation, service take-up, service monitoring, surveys, stakeholder comments and complaints where appropriate.</p> <p>If you have undertaken consultation as part of the proposal, the consultation will upload it on to the corporate database.</p>				<ul style="list-style-type: none"> • Service management information, including financial data and service usage data. • The Fairer Contributions Policy and relevant government guidance. • Consultation with service users, carers and other interested parties through questionnaires and discussion sessions.

- 5.a Are there any gaps in your evidence or conclusions that make it difficult for you to quantify the potential adverse impact?

The proposals have been subject to consultation with key stakeholders.

- 5.b If so, please explain how you will explore the proposal in greater depth or please explain why no further action is required at this time.

Consultation on the proposals has been undertaken with stakeholders and all feedback has been be carefully considered.

This EIA form and report has been checked and countersigned by the Departmental Equalities Officer before proceeding to Executive Member(s)

Please confirm the outcome of this EIA:

- ☐ 1. No major impact identified, therefore no major changes required – proceed
- ☒ 2. Adjustments to remove barriers / promote equality (mitigate impact) have been identified – proceed
- ☐ 3. Continue despite having identified potential for adverse impact/missed opportunities for promoting equality – this requires a strong justification
- ☐ 4. stop and rethink - the EIA identifies actual or potential unlawful discrimination

Report Officer

Name: John Livesey

Signature:

Date and Contact No: 28 February 2013 Ext 7241

Departmental Equalities Lead Officer

Name: Richard Sly

Signature:

Date and Contact No: 28 February 2013 Ext 8752

Equality Impact Assessment

Part 2: Consultation Form

This report is for decision and is therefore subject to an Equality Impact Assessment. The proposal was also subject to consultation and this Equality Impact Assessment (Consultation Form) provides details of the consultation results.

The following questions have been completed to ensure that this proposal, procedure or working practice does not discriminate against any particular social group. This has been ensured by undertaking consultation. Details of the outcome of the consultation have also been included in the main body of the report.

This form asks you to provide details of all the consultation undertaken specific to the proposal you are making, either prior to the EIA or as part of it and the results of this.

1 Consultation with staff

- a) **Please summarise the consultation undertaken with staff and their Trades Unions regarding this proposal**

N/A

- b) **Please summarise the results of this consultation, including key issues arising and any changes being made to the proposal as a result of the consultation**

N/A

2 Consultation with customers and other stakeholders

- a) **Please summarise the consultation undertaken with customers and other stakeholders regarding this proposal (refer back to the stakeholders identified in your screening form)**

A letter outlining the proposals together with a Frequently Asked Questions document was sent to almost 900 service users that currently contribute to the cost of day care and/or pay for community meals or transport services (which are not means tested). Service users and carers were invited to give their views on the proposals by either completing a questionnaire and/or attending an informal discussion at a day care centre.

A total of 216 questionnaires with responses were returned; 119 completed by a service user; 85 by a carer; and 12 by another interested person. Approximately 100 service users and 30 carers attended one of the 9 discussion sessions held at 6 day care centres for people with learning disabilities and 3 day care centres

for older people. The discussions were facilitated by an independent member of staff.

The proposals were also discussed at the Departmental Local Involvement Group (LIG) in October 2012 which is attended by representatives of local service user groups.

b) Please summarise the results of this consultation, including key issues arising and any changes being made to the proposal as a result of the consultation

The results of the consultation are set out in full at Appendix A. In summary, the main issues raised in that response were:

- A concern that the proposed reductions in subsidy would place an increased financial burden on vulnerable adults. This was, however, tempered to some extent by a recognition that the reductions in subsidy would enable the Council to protect its funding for front line, statutory care provision.
- A concern about the use of the term 'Fairer Contributions' which many respondents felt to be misleading. It is important to note, however, that the term Fairer Contributions is a national term, and that the charges for meals, transport and day care form part of the Council's overall Fairer Contributions policy.
- Some respondents felt that the reductions in subsidy should be smaller and phased in over a longer period of time.
- Some respondents expressed a view that increases in the amount charged for services were not appropriate as the quality of the services was not sufficient.
- In relation to community meals, many respondents suggested that an increase in the costs of meals was acceptable and suggested a range of alternatives to improve quality, including lower costs for light or cold lunches and the option not to have a dessert.
- In relation to community transport some respondents suggested that the increase in transport costs may lead them to look at alternative means of transport.
- The proposed reduction in the subsidy to day care generated the largest level of response. Many respondents felt that the increase in charges was acceptable as the system of means testing meant that they would not be affected by the proposals. A minority of respondents were, however, concerned about their ability to meet the additional cost of day care.

As a result of this consultation changes will be communicated to service users and families, and impact will continued to be monitored closely by care management in terms of take up of these services.

This EIA form and report has been checked and countersigned by the Departmental Equalities Officer before proceeding to Executive Member(s)

Please confirm the outcome of this EIA:

- ☐ 1. No major impact identified, therefore no major changes required – proceed
- ☒ 2. Adjustments to remove barriers / promote equality (mitigate impact) have been identified – proceed
- ☐ 3. Continue despite having identified potential for adverse impact/missed opportunities for promoting equality – this requires a strong justification
- ☐ 4. Stop and rethink - the EIA identifies actual or potential unlawful discrimination

Report Officer

Name: John Livesey

Signature:

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