SERVICE COMMITTEE REVIEW OF DRAFT BUSINESS PLANNING PROPOSALS FOR 2016/17 TO 2020/21

To: Adults Committee

Meeting Date: 12 January 2016

From: Adrian Loades, Executive Director for Children, Families

and Adults Services

Chris Malyon, Chief Finance Officer

Electoral division(s): All

Forward Plan ref: Not applicable Key decision: No

Purpose: This report provides the Committee with an overview of the

draft Business Plan Proposals for Children, Families and Adults Services that are within the remit of the Adults

Committee.

The report provides a summary of the latest available

results from the budget consultation.

Recommendation: a) It is requested that the Committee note the overview and

context provided for the 2016/17 to 2020/21 Business Plan proposals for the Service, updated since the last

report to the Committee in December.

b) It is requested the Committee records its view on utilising the Social Care Precept for consideration by the

General Purposes Committee

- c) It is requested that the Committee comment on the draft revenue savings proposals that are within the remit of the Adults Committee, including the suggested reductions in savings listed in section 3.7, and endorse them to the General Purposes Committee as part of consideration for the Council's overall Business Plan.
- d) It is requested that the Committee notes the unchanged capital programme, for schemes within its remit, which it endorsed at the December meeting
- e) It is requested that the Committee note the ongoing stakeholder consultation and discussions with partners and service users regarding emerging business planning proposals.
- f) It is requested that the Committee endorse the proposed Key Performance Indicators as part of the Strategic Framework, alongside the 2016-21 Business Plan.

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1.	OVERVIEW
1.1	The Council's Business Plan sets out how we will spend our money to achieve our vision and priorities for Cambridgeshire. Like all Councils across the country, we are facing a major challenge. Our funding is reducing at a time when our costs continue to rise significantly due to inflationary and demographic pressures. This means that despite the way in which we have been able to stimulate local economic growth, and the improving national economy, the financial forecast for the Council continues to present huge challenges.
1.2	The Council has now experienced a number of years of seeking to protect frontline services in response to reducing government funding. Looking back, we have saved £73m in the last two years and are on course to save a further £30m this year (2015/16). As a result, we have had to make tough decisions over service levels during this time. Over the coming five years those decisions become even more challenging. The choices are stark and unpalatable but very difficult decisions will need to be made as the Council has a statutory responsibility to set a balanced budget each year, as well as a duty to provide the best possible services for Cambridgeshire's communities. It is the Chief Finance Officer's statutory role to provide a statement on the robustness of the budget proposals when they are considered by Council in February.
1.3	This year the Council has agreed to move towards an outcome-led approach to business planning. This is defined and described through the draft Strategic Framework that was approved by the General Purposes Committee on 20 October this year (http://www2.cambridgeshire.gov.uk/CommitteeMinutes/Committees/Agendaltem.aspx?agendaltemID=12221).
1.4	The Strategic Framework sets out the outcomes that the Council will work towards achieving, and the ways of working the Council will adopt, in the face of prolonged and extensive budget pressures. It is not a solution to austerity in itself, but instead it is the approach the Council has taken to best tackle the huge challenges it faces.
1.5	Within this new framework, the Council continues to undertake financial planning of its revenue budget over a five year timescale which creates links with its longer term financial modelling and planning for growth. This paper presents an overview of the proposals being put forward as part of the Council's draft revenue budget.
1.6	Funding projections have been updated based on the latest available information to provide a current picture of the total resource available to the Council. At this stage in the year, however, projections remain fluid and will be reviewed as more accurate data becomes available.
1.7	The main causes of uncertainty are the effects of the Comprehensive Spending Review (CSR) issued on 25 November. Several of the announcements impact on the funding available to, and responsibilities of, local government from 2016/17 onwards, although a consultation document on the grant settlement has been published. Until the detailed Local Government Finance Settlement is issued and can be analyzed we cannot be certain of the impact on the Council. These budget proposals are prepared on the basis of financial modelling that takes into account some announcements from the CSR, but that does not yet take into account the

	full settlement. It should be no consultation document sugger of Revenue Support Grant in	sts that the					
1.8	A full briefing on the finance settlement is expected to be issued in early January. Once the finance settlement is issued, a full review of our estimates of funding for the five year period will be undertaken, and budget proposals will be reviewed if necessary.						
1.9	The Council issues cash limits for the period covered by the Business Plan (rolling five years) in order to provide clear guidance on the level of resources that services are likely to have available to deliver services over that period. To maintain stability for services and committees as they build their budgets we will endeavour to minimise variation in cash limits during the remainder of the process unless there is a material change in the budget gap.						
1.10	The Committee is asked to enthe Council's development of					as part of	
1.11	The Committee has previous carried out as part of this yea report is attached as Append	r's busines	•	•			
2.	SUMMARY OF THE DRAFT	REVENUE	BUDGET	-			
2.1	In order to balance the budge						
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	CST: Apprenticeship Levy	0	500	0	0	0
	Сот. Арргенцованир сету	0	300	U	U	U J
2.4	Budget tables to date had ass Living Wage pressure. The 2 for this new burden, however raise Council Tax by an addit the Autumn Statement is inte	016/17 sett . It is likely ional 2% to	tlement co that the floors support a	nsultation exibility for adult socia	contained r upper-tie al care ann	l no funding r councils to ounced in
2.5	Delivering the level of savings required to balance the budget becomes increasingly difficult each year. Work is still underway to explore any alternative savings that could mitigate the impact of our reducing budgets on our front line services, and business plan proposals are still being developed to deliver the following:					
	Service Block	2016-17	2017-18	2018-19	2019-20	2020-21
	Children, Families and Adults	£'000 0	£'000	£'000	£'000	£'000
	Economy, Transport and Environment	0	-1,135	-2,391	-2,041	-982
	Public Health	0	0	-755	-912	-562
	Corporate and Managed Services	0	0	-285	-827	0
	LGSS Operational	0	0	0	0	0
	Total	0	-1,135	-3,431	-3,780	-1,544
2.6	The level of savings required council tax each year. This as Strategy (MTFS) which was a that council tax is changed, the approximately +/-£2.4m.	ssumption vagreed by F	was built i Full Counc	nto the Me il. For eac	edium Terr ch 1% more	n Financial e or less
2.7	Since the reports that were considered by the December service committees, additional funding headroom has been identified as a result of the change in the treatment of Public Health Grant (PHG) funding required by an announcement in the Comprehensive Spending Review. The PHG was ring-fenced for a further two years, which has resulted in an element of the overall savings allocation moving to PHG-funded services in order to ensure total PHG-funded expenditure matches the actual grant. This headroom will allow the removal of a limited number of savings that were originally planned, described in the paragraphs below.					
2.8	The following savings in ETE Community Infrastructure and					

Directorate	Committee	Proposal	2016/17 Impact £'000	2017/18 Impact £'000
ETE	HCI	Reactive highway maintenance	452	
ETE	HCI	Cyclic highway maintenance	217	
ETE	HCI	Mobile libraries	55	105
ETE	EE	Fenland Learning Centres		90
		Reduction in Passenger Transport	60.4	
Total	EE	Services	694 1,418	195

2.9 The following savings are also proposed to be removed or reduced subject to the views of the relevant committees:

			2016/17 Impact	2017/18
Directorate	Committee	Proposal	£'000	Impact £'000
		Post-16 home to		
		school transport		
		saving for		
		disadvantaged		
CFA	CYP	students	250	
		Assistant Locality		
		Manager posts in		
CFA	CYP	highest need areas	80	
		Voluntary sector adult		
		mental health		
CFA	Adults	contracts	134	
		Community		
CFA	Adults	Equipment	100	
		Personal budgets for		
		children with		
CFA	CYP	disabilities	200	
		NEET post to partly		
		offset planned		
CFA	CYP	reductions	40	
		Tobacco control:		
		engagement with at		
PH	Health	risk groups	50	
		Joint health		
		intelligence unit with		
		NHS/ reduced JSNA		
PH	Health	work	50	
		Health visiting/family		
PH	Health	nurse partnership	100	

			Time a lambina and			
		CDC/Healt	Time-banking and			
	CST	GPC/Healt	contact centre public health activities	25		
	CSI	h Adulta/Ha		35		-
	CEA	Adults/He alth	Older people's day services £150k	150		
	CFA	aitn		150		-
			Market town			
	ETE	EE/Health	transport strategy – public health impact	40		
	EIE	EE/Health	public fleatth impact	40		-
	Total			1,229	0	
3.			R PEOPLE, MENTAL AFT REVENUE PROG		DULT SOCIAL	
3.1	and aging vulnerable reduced considered to set a back draft proportions of the considered by the consi	population in groups, the entral governors mean the more than £ lanced budges are destinated by the Company and the company are company and the company and the company and the company are company and the company and the company are company and the company and the company are company are company and the company are company are company and the company are company and the company are company are company are company are company are company and the company are compan	ware, the Council is fact in Cambridgeshire, increase impact of inflation, cost impact of inflation, cost impact funding and a rather Children, Familie 273m over the next five get whilst meeting status scribed more fully in the mittee in November eshire.gov.uk/Committee in December eshire.gov.uk/Committee shire.gov.uk/Committee shire.gov.uk/Committee 2434	easing need amore ts of the National nge of specific sees and Adults Services and £27m tory duties. These business planning eMinutes/Commit	ngst many Living Wage, rvice pressures. vices has to deliving 2016/17 in order pressures and ag papers	ver der
3.2	In the main	n. the propos	sals within the remit of t	he Adults Commi	ttee relate to	
	reductions health need	proposed fo ds and peop	or the care budgets for only the care budgets for only the fill the firms th	older people, peop ysical disabilities.	ole with mental They total over	
3.3			t reductions on this sca		•	
	straightford programme expected to and minimal developme implement services re services or avoided. In friends at hand interest achieve sa	ward service es planned a o ensure de ising risk or ent programmation by Aprecognises that be placed instead they whome, in the ests. If successivings whilst	can provide to vulnerally reductions. There are across Children, Familialivery of these reduction impact to service users me for adults and steps il 2016. Our strategy for at people do not generally and institutional care swant to live with and be community, and remains sful, this shared goal of also improving outcomile and people with mere	a number of transes and Adults Serns whilst meeting are in place to act Children, Familically want to be desetting if this can persupported by the nonnected to the promoting indepenses and the way in	sformation vices which are statutory duties ves is the key chieve es and Adults pendent on publ cossibly be eir family and eir communities pendence will which people w	lic
3.4	different fo through a	or different se review of the	budget changes resulting ervice users. For most peir existing care plan. We ange to the care they re	oeople, change w /e should acknow	ill come about ledge that many	

	changes will be viewed by some people as a reduction in support even if outcomes are the same or better. This will be especially true for those older people, people with disabilities and people with poor mental health who are very dependent on services and less able to cope with change. In other cases we hope and anticipate that people will feel positive about different approaches and will see a care plan which enables them to be more independent where possible and get help from friends, community organisations and family members as a significant improvement to a reliance on local authority or institutional care.
3.5	At the Committee meeting in December, it was noted that draft business planning proposals would be presented to the Committee at its meeting in January 2016. This was in order to give the Committee the opportunity to consider the outcome of work within the Children's, Families and Adults Service to investigate opportunities to mitigate some of the required savings, following the Chancellor of the Exchequer's Autumn Statement. An update on this work is provided below.
	Priority areas for mitigating draft Business Planning proposals within Older People, Mental Health and Adult Social Care services
3.6	The elements of the financial Table 3 (appendix B to this report) relating to the Children, Families and Adults services remain unchanged since the Committee discussed them in December 2015. Any decisions on using any newly available funds to mitigate the draft Business Planning proposals need to be agreed with the General Purposes Committee. However, this report highlights where officers would prioritise changes to the draft Business Plan to remove or reduce some of the proposals for 2016/17 that are within the remit of the Adults Committee, should funds be available.
3.7	Those proposals relevant to the Adults Committee are as follows.
	 To reverse the proposed reductions in voluntary sector contracts for people with adult mental health needs - £134k on 2016/17 (A/R.6.211). This proposal was increased from the 2015/16 Business Plan and will result in a reduced voluntary sector offer for people who are vulnerable due to their mental health needs. The concern that it may lead to increased demand for statutory services has influenced our decision to propose the remove of the saving from the draft Business Plan for 2016/17. To reduce the proposed £250k saving in 2016/17 on Community Equipment by £100k (A/R.6.204). We would continue to work with our Community Equipment provider to realise efficiencies through our existing contract and to limit the range of equipment on offer to ensure that we are in line with other Local Authorities. A reduction to the proposed saving will ensure that the provision of
	Community Equipment continues to support our transformation activity to reduce demand for our services by maximising people's independence from our statutory services.
	Community Equipment continues to support our transformation activity to reduce demand for our services by maximising people's independence from

		Service Area	2016/17	2017/18
	A/R.6.519	Drug & Alcohol team vacancy management,	-£51k	
	A /D 0 500	communication and training budgets	0.4.01	
	A/R.6.520	GP shared care contract efficiencies	-£10k	04001
	A/R.6.522	Reduction in contract value of drug misuse	-£170k	-£100k
	A/D 6 045	services contract	04501-	
	A/R.6.215	Physical activity promotion – Older People's day centres	-£150k	
	A/R.6.113	Chronically excluded adults team efficiencies	-£25k	
	A/R.6.114	Housing related support	-£6k	
	impact of pensure the this will be	imings involved, we are discussing with Public proposed reductions to services for Children, Fary are aligned with our strategic direction of traversided at the Committee meeting in January sed saving for Older People's Day Centres (A/Fa stated in section 2.9.	amilies and rel. A verba	I Adults to al update on
	National L	iving Wage		
3.9	since Dece	in section 2.3, the tables presented to Committember to confirm that the additional costs result will be met by corporate funding in 2016/17.		
- 10			641 1.114	
3.10	arising from way to othe following th	n hoped that there would be some recognition on the living wage by government through a spe er new burdens as they have arisen. At the time he Autumn Statement and provisional local government.	cific grant, e of writing	in a similar however,
3.11	to Adult Se Councils w Statutory C precept will additional G	spect that the only possible source of additional crvices for 2016/17 will be the Social Care precedith social care functions to increase Council tax chief Finance Officers of local authorities which I be required to declare to the Secretary of State Council tax on the budget, as well as what the Act been without the increase.	ept, which to by an add take up the te the impa	enables those litional 2%. e additional ct of the
3.12	can increas course of the modelling, period by fo	clear parallels between a potential Council tax to se incrementally each year during this Parliame he Living Wage as it increases up to 2020. Acc the additional costs of the living wage could be ully utilising the Social Care precept, should it be is leaves the other funding and demographic paddressed.	ent, and the cording to the met over to be locally a	e projected ne Council's the planning greed,
3.13	accumulati grant fundi Council tax	is also appealing as a funding stream due to it ve nature (i.e. it becomes part of base funding) ng and the Better Care Fund, which take accou t, and potentially disadvantage Cambridgeshire to the provisional settlement.	Proposed Int of an in	I changes to crease in

3.14	Without further impact analysis from central government of the costs of the living wage on independent sector care providers, the Council has revised and subsequently reduced its costings for the National Living Wage which feed into the Business Plan. This has taken account of the nationally published analysis of the impact of the living wage on domiciliary care providers, published by the UK Homecare Association in November 2015, information about the local care workforce supplied by Skills for Care in December 2015 (using the national data collection), and insight from consultancies previously engaged by the Council and local partners to understand the cost base of care homes. The revised model reduces the anticipated additional costs from the living wage facing providers of domiciliary care, day care and for some specialist learning disability providers.				
3.15	The revised estimated pressure from the livin	g wage in 2016/17 divides as			
	follows:				
	Community based services & direct payments	£2.797m			
	Accommodation based services	£2.159m			
	Previously, the total pressure had been calculated calculation reduces the pressure by £1.014m.	ed as £5.97m, meaning the re-			
	The Council will now turn to agreeing and imple sector care providers to recognise the cost of the to commercial negotiation.				
	Invest to save proposals				
0.40					
3.16	Officers are also considering how revenue might I with regard to "invest to save" proposals. Our eme we could invest to save, are set out below.				
	 Increasing early help capacity and diversionary Short term investment in dedicated staffing cap designing alternative care packages which me Investing in opportunities for exploiting assistive adaptations to reduce care needs Investing in new models of home care in Adult Expansion of reablement capacity Community resilience - capacity building Explore potential for social impact bonds in all 	pacity to support the process of et needs differently the technology or home. Services			
3.17	The Committee are asked to comment on the dra	ft revenue savings proposals			
	that are in the remit of the Committee, including the change. These are subject to further development 2016 is the point at which proposals become part	ne proposed priority areas for t, and Full Council in February			
4.0	CAPITAL PROGRAMME UPDATE				
4.1	The draft capital programme was reviewed individ	Jually by service committees in			
4.1	September and was subsequently reviewed in its prioritisation of schemes, by General Purposes Changes were made as a result of these reviews, and update the programme in light of changes to	entirety, along with the ommittee in October. No though work is ongoing to revise			

	schemes.					
5.	KEY PERFORMANCE INDICATORS FOR OLDER PEOPLE, MENTAL HEALTH AND ADULT SOCIAL CARE SERVICES					
5.1	The Council uses a set of Key Performance Indicators (KPIs) to monitor progress against its key priorities. These KPIs form part of the Strategic Framework which outlines how the Council intends to deliver these priorities. To reflect the Operating Model being adopted in the Strategic Framework this year, directorates have worked together to propose a set of KPIs which are aligned to outcomes.					
5.2	purposes. First this Committee KPIs that flow	nittee, the proposed KPIs in Appendix A will have two main stly they will form part of the full list that will be regularly presented to e in Finance and Performance Reports. Secondly, they will be the from this Committee into the set of indicators that accompany the Strategic Framework which is monitored by General Purposes				
5.3	the indicator h 'secondary' ou	Pls relate to more than one outcome and where this is the case, as been allocated a 'primary' outcome and one or more utcomes. Where KPIs for outcomes are also KPIs intended to arrowing the gap" Council motion, this is indicated in the				
6.0	NEXT STEPS					
	14 January	General Purposes Committee meets to consider the impacts of the Local Government Finance Settlement				
	2 February	General Purposes Committee meets to consider the full Business Plan and recommend it to Full Council				
	16 February	Draft Business Plan for 2016/17 discussed by Full Council.				
	March	Publication of final CCC Business Plan for 2016/17.				
		Ongoing work to deliver savings proposals.				
7.0	ALIGNMENT	WITH CORPORATE PRIORITIES				
	Developing th	ne local economy for the benefit of all				
7.1	care sector. The and the pression parts of this econfer contracts provided to su	ificant impact on the local economy relates to the independent he sector is already under significant capacity and cost pressures are on County Council finances will create further risk of some conomy becoming unviable, if we withdraw contracts or cannot at a viable price. The existence and level of additional funding poort the living wage proposals will be crucial, if this is not fully ne additional cost burden on the sector will have a significant				
	Helping peop	le live healthy and independent lives				
7.2	The impact of	these proposals is summarised in the community impact				
		and the property of the second				

	assessments, attached as appendix D to the December Committee report. Supporting people's independence is a central principle of our strategy and business planning proposals and where this can be achieved through prevention, early help or recovery we will reduce the cost of public services and support people's desire to avoid or delay the need to rely on public services. However it is also recognised that the direct impact of providing reduced support for people will have a negative impact on their health and people's ability to lead full and active lives will be diminished.
	Supporting and protecting vulnerable people
7.3	The impact of the proposals on our ability to support and protect vulnerable people is set out in detail in the December Committee report and the accompanying Community Impact Assessments to that report.
8.	SIGNIFICANT IMPLICATIONS
	Resource Implications
8.1	The proposals set out the response to the financial context for the Council and the need to dramatically change our service offer and model to maintain a sustainable budget. The full detail of the financial proposals is described in Table 3 of the business plan, attached as appendix B.
8.2	The proposals seek to ensure that we make the most effective use of available resources across the health and social care system and are delivering the best possible services given the reduced funding.
8.3	This set of business planning proposals, more than ever before, is subject to significant financial risk. In particular the proposals for reduced spending on statutory care budgets represent ambitious targets for budgets which are 'demand-led' and therefore not fully controllable. We will always need to meet statutory needs and so we are reliant on our early help and preventative activity being successful in reducing demand. If this is not successful then further savings will have to be found elsewhere.
	Statutory, Risk and Legal Implications
8.4	The proposals set out in this report respond to the statutory duty on the Local Authority to deliver a balanced budget.
8.5	Children, Families and Adults Services will continue to meet the range of statutory duties for supporting older people, people with disabilities and people with mental health needs and other vulnerable groups, but as stated within the impact sections of this paper the level of help provided to people with statutory needs will reduce. The Community Impact Assessments for each relevant proposal provide further detail about the anticipated impact, including reduction in help provided within statutory frameworks. These were sent to the Committee in November and December – and are available to the public.
8.6	There is an unprecedented level of risk contained within the proposals. As we reduce the number of people who receive our specialist and intensive support, it follows that more risk will be held within communities and families, which will, in some cases, lead to people being less safe and poorer outcomes for

	vulnerable groups. Similarly, our workforce will need to operate within the context of this higher level of risk and will need different skills from now. We are likely to see an increase in the number of complaints to the Council and the Local Government Ombudsman, for example, as people seek to challenge the difficult decisions we will be making.					
	Equality and Diversity Implications					
8.7	The size of the financial challenge means that services will continue to seek to improve their effectiveness, but the level and range of services that can be provided is generally reducing. The Community Impact Assessments describe the impact of each proposal, in particular on vulnerable or minority groups.					
	Engagement and Consultation Implications					
8.8	Our Business Planning proposals are informed by our knowledge of what communities want and need. They are also be informed by the CCC public consultation on the Business Plan and will be discussed with a wide range of partners throughout the process (some of which has begun already). The CFA Strategy document is being discussed with all key partner organisations. Where business planning proposals are linked to specific policy changes these policy revisions are subject to separate consultation with the relevant service user groups and other stakeholders. The feedback from consultation will continue to inform the refinement of proposals. Where this leads to significant amendments to the recommendations a report would be provided to the Adults Committee.					
	Localism and Local Member Involvement					
8.9	The proposals set out in this report, particularly in the latter years, are predicated on empowering communities (both geographical and of interest) to do more for themselves, as we shift our focus from meeting the needs of individuals to supporting communities and families. The County Council's new Community Resilience Strategy, reviewed at the October meeting of the Adults Committee, sets out in detail how we will work to support local people and local leaders to play an even more active role in meeting the needs of services, in the context of the diminishing support from statutory services. The success of that strategy will be essential to the delivery of the business planning proposals set out above.					
8.10	As the proposals develop, we will have detailed conversations with Members about the impact of the proposals on their localities. We are working with members on materials which will help them have conversations with Parish Councils, local residents and other groups about where they can make an impact and support us to mitigate the impact of budget reductions.					
	Public Health Implications					
8.11	A number of the proposals will have implications for the health of vulnerable adults and older people. We are working closely with Public Health colleagues as part of the operating model to ensure our emerging Business Planning proposals are aligned. In particular the work being led within Public Health around falls prevention will be important to our objective to reduce the need for care for older people and the public health focus on preventative mental health					

support will be part of the model to reduce the reliance on social care for people with mental health needs.

SOURCE DOCUMENTS

Source Documents	Location
The impact of these proposals is summarised in the community impact assessments	Adults Committee on 1 December 2015

APPENDIX A

Proposed Key Performance Indicators (KPIs) for Older People, Mental Health and Adults Social Care services for 2016/17

Measure	Directorate	(Strategic Framework)	Secondary Outcome (Strategic Framework)
1C PART 1a - Proportion of eligible service users receiving self-directed support	Adult Social Care / Older People & Mental Health	People with disabilities live well independently	Older people live well independently
RBT-I - Total number of new users requiring no further service at end of re-ablement phase	Older People & Mental Health	Older people live well independently	
BCF 2A PART 2 - Admissions to residential and nursing care homes (aged 65+), per 100,000 population	Adult Social Care / Older People & Mental Health	Older people live well independently	
BCF Average number of bed-day delays, per 100,000 of population per month (aged 18+) - YTD	Older People & Mental Health	Older people live well independently	
Average number of ASC attributable bed-day delays per 100,000 population per month (aged 18+) - YTD	Older People & Mental Health	Older people live well independently	
Percentage of ASC/OPMH reviews completed within timescale	Adult Social Care / Older People & Mental Health	People with disabilities live well independently	Older people live well independently
1F - Adults in contact with secondary mental health services in employment	Older People & Mental Health	Developing our Economy	
1E - Proportion of adults with learning disabilities in paid employment	Adult Social Care	People with disabilities live well independently	Developing our economy