

## Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Review of Day Services to Adults
Directorate and Service Area	People – Adult Social Care
Name of Lead Officer	Sonia Moore

### Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

#### 1.1 What is the current situation?

Since 2012 Bristol City Council has provided day services for adults with learning difficulties and/or severe physical impairment and adults with dementia via 3 Community Links, based in North, South and Central. These hubs provide buildings-based facilities for people with complex and high level personal care needs. The hubs are a base for people to access community services and activities, but also provide appropriate space for people who need a safe, quiet environment. Whilst recognising the need for safe space, the hubs also look to bring in activities and interests from outside, developing a community resource that is publicly accessible. In addition to the hubs, the service also has 3 drop in centres providing low level support to people who are more able to access the community by themselves but who benefit from ad-hoc advice and support.

In February 2017, a decision was made at Full Council to reduce the Community Links core budget by £1.3 million (approximately 1/3 of the budget) by April 2020 (split over 3 years). The Year 1 budget savings were achieved through an initial service redesign – the proposals to enable the service to operate within its revised budget from April 2020 are set out in this document and will be presented to Cabinet on 4<sup>th</sup> December 2017.

#### 1.2 What is the Proposal?

In early 2017, it was agreed to co-design the service model for Bristol

Community Links with key stakeholders and to carry out a comprehensive consultation on the proposed changes. The full list of stakeholders is included in the 'Your Neighbourhoods' Consultation report. The consultation was completed in June – September 2017. Having considered the feedback along with other analysis and previous version of this EqIA, the proposals now under consideration have been revised to mitigate the potential negative impacts that were highlighted. Specific issues highlighted relate to the cumulative impact on service users and carers arising from repeated changes to the service over the last 10 years. Due to the complexity of their needs, many of the current service users and carers have been attending the Council's day services for a prolonged period of time. This means that they have been directly impacted by a number of changes to the service, including the closure of The Bush residential unit and review and closure of day centres in 2013. The feedback from families affected by this was that they have repeatedly experienced a negative impact from these changes and feel that the Council will be disproportionately targeting the same group of vulnerable adults if they make further significant changes to the current service provision.

In order for the service to operate within its revised budget from April 2020, a number of changes are recommended to the current operation of the service. Specifically these are to:

1. Transfer the provision of transport to and from the Links Centres to BCC Passenger Services from 1<sup>st</sup> April 2018
2. Remove automatic entitlement to transport provision, on a case by case basis. Where there is appropriate transport available (either personal or public transport), it will be assumed that the service user will use this as a first option. People who receive higher rate mobility disability allowance will be expected to apply and use this as and when appropriate according to assessed needs.
3. Undertake the relevant Management of Change processes to achieve efficiencies from the staffing budget, while maintaining service delivery for vulnerable adults. The detail is yet to be agreed and will be fully consulted on following a Cabinet Decision.

The proposals for the drop in service remain unchanged – they will be preserved and, where possible, enhanced.

## Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

### 2.1 What data or evidence is there which tells us who is, or could be affected?

#### Service Users:

We have reports from the Adult Care Management system which details for all service users of the Links as follows

	BCL Central		BCL North		BCL South	
	Number	Percentage	Number	Percentage	Number	Percentage
<b>Gender</b>						
Female	11	34%	29	52%	28	50%
Male	21	66%	27	48%	27	48%
<b>Ethnicity</b>						
Asian/British Asian	2	6%	6	11%	1	2%
Black/Black British	9	28%	7	13%	1	2%
White/White British	21	66%	43	77%	52	93%
Other	0	0%	0	0%	1	2%
<b>Religion</b>						
Christian	0	0%	14	25%	0	0%
Muslim	1	3%	6	11%	0	0%
Other	1	3%	0	0%	0	0%
No Religion	0	0%	3	5%	0	0%
Unknown	30	94%	33	59%	56	100%
<b>Disability</b>						
Learning Difficulties	23	72%	38	68%	17	30%
Physical Disabilities	2	6%	29	52%	12	21%
People with Dementia	7	22%	9	16%	26	46%
<b>Sexual Orientation</b>						
Unknown	32	100%	56	100%	16	29%
Heterosexual	0	0%	0	0%	39	70%
Gay	0	0%	0	0%	0	0%
Transgender	0	0%	0	0%	0	0%

For the adult Drop ins, the demographic is as follows:

	Central Number	Central Percentage	North Number	North Percentage	South Number	South Percentage
<b>Gender</b>						
-Female	17	47%	12	39%	14	33%
-Male	19	53%	19	61%	29	67%
-Transgender	0	0	0	0	0	0
<b>Ethnicity</b>						
-Asian / British Asian	2	6%	0	0	1	2%
-Black / Black British	3	8%	0	0	2	4%
-White / White British	26	71%	19	95%	39	92%
-Chinese	2	6%	0	0	0	0
-White Muslim	2	6%	0	0	0	0
-Other	1	3%	1	5%	1	2%
<b>Religion</b>						
-Christian inc Catholic	7	19%	9	29%	2	4%
-Muslim	3	8%	0	0	0	0
-Rastafarian	1	3%	0	0	0	0
-Sikh	1	3%	0	0	0	0
-Other	0	0	0	0	0	0
-No Religion	0	0	0	0	0	0
-Unknown	24	67%	22	71%	41	96%
<b>Disability</b>						
-Learning Difficulties	36	100%	31	100%	43	100%
-Physical Difficulties	8	22%	0	0		
-Sensory Impairment	3	8%	0	0	(11 – included in 43)	
-People with Dementia	(2)	6%	0	0		
-Mental Health	27	75%	0	0	(2 – included in 43)	
-Substance Dependency	1	3%	0	0		
-Autistic Spectrum	4	11%	0	0	(1 – included in 43)	
<b>Sexual Orientation</b>						
-Heterosexual	10	28%	30	97%	32	75%

-LGBT	4	11%	1	3%	10	23%
-Unknown	22	61%	0	0	1	2%

**Staff:**

Although some savings have been made during 2017/18 from staffing budgets, this did not result in any redundancies within the service. However, given the overall budget reductions that need to be made, it is likely that staff may be anxious about future changes.

One part of the proposals for the future service is to make some reductions to the number of staff in specific roles. The detail of this will be developed following a Cabinet Decision on the proposals. Any changes to any job roles will be done following the Council’s agreed ‘Management of Change’ process. A specific separate EQIA will be completed as part of this process if approved by Cabinet.

**2.2 Who is missing? Are there any gaps in the data?**

The data for service users is reliant on social workers and practitioners entering it into the Care Management database. However the only area with significant gaps is around ‘religion’, although the figures do show that there are not details recorded in all areas for all service users. A recommendation has been put forward to Care Management to improve this data collection.

**2.3 How have we involved, or will we involve, communities and groups that could be affected?**

A range of stakeholders and partners have been involved in the co-design exercise. The public consultation (“Your Neighbourhoods”) included a wide range of discussions with service users, carers, partners and providers. All groups affected by the changes proposed were included in this activity.

Staff were included in the co-design exercise and detailed consultation, and if approved, full Management of Change processes will be followed. There has also been ongoing consultation with Unions via the Joint Consultative Committee meetings.

**Step 3: Who might the proposal impact?**

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

**3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?**

Bristol Community Links are predominantly used by people with a learning disability, physical and sensory impairments and older people with dementia, so this means that all of these groups could potentially be impacted. However, following the consultation exercise, the proposals have been revised to ensure that the service will continue to provide care across the whole range of needs. This means that any change to an individual's care provision would only occur following an individual review, where alternative and more appropriate care is agreed. This individualised approach will mitigate against any adverse impact.

The transport proposals (as set out in 1.2 above) require specific consideration as they could impact service users in the following way:

- A change of transport provider could mean a change to the drivers / vehicles / routes, which might be de-stabilising for some individuals in the short term. It is also likely that there will be a change of pick up / drop off time for some individuals, which will mean adjusting to a new routine.
- There is a risk that changing the current transport arrangements could place an extra responsibility on service users and their carers, to make separate transport arrangements to the centres.
- There may be a financial impact on some service users if they need to arrange their own transport to / from the centres.

**3.2 Can these impacts be mitigated or justified? If so, how?**

The co-design exercise and full public consultation have included service users, carers, staff and partners in developing ideas and discussing options. This approach was taken to try and minimise any potential adverse impact of the changes, through identifying issues at an early stage and mitigations being put in place wherever possible.

In terms of the specific risks identified above, we will work with all existing users of Bristol Community Links services on an individual basis to ensure that their eligible needs continue to be met, in line with the Care Act and the

## Corporate Strategy.

If the proposal to transfer the provision of transport to Passenger Services is approved, individuals and their families will be given as much notice as possible about the future change. BCL will continue to provide escorts from the staff team on the majority of vehicles so there will be some continuity / a familiar face. Support will be provided from the Community Links staff to help them understand the planned changes and to discuss any concerns - this will be broadened to social work input or support from the Carers Team if required.

In terms of the time changes, the BCL centres will offer flexibility around opening times so that service users will have the option of making independent travel arrangements if the new times are not convenient.

No individual will have their transport removed without a full review and discussions with carers / family. Support will be provided to individuals to help them understand what options are available (e.g. public transport, negotiated rates with taxis, or possibly paying a contribution to current transport – dependent on their circumstances). The BCL centres will offer flexibility of opening times so that individuals will have the option of attending at a time that suits them (e.g. to fit around other commitments). Flexibility has been built in to the implementation timescales for any changes, to ensure that all individuals have enough notice to prepare for any changes.

### **3.3 Does the proposal create any benefits for people with protected characteristics?**

As explained above, co-designing the new service offer with stakeholders meant that their views and needs were incorporated in to the new service offer. Some individuals may benefit from the planned changes - for example, the proposed changes to transport may mean that some individuals no longer have to spend lengthy periods on buses each day. This will vary by individual, but for some people the change could result in a more convenient travel times (e.g. to coordinate with homecare visits), and more independence and flexibility in those timings.

For the proposal to remove automatic provision of transport, all individuals will be assessed on a case by case basis but disabled people are more likely to be in receipt of a mobility component of disability benefit. If an individual service user is assessed as not being eligible to receive transport, it is possible that this

change could result in positive outcome where the mode of transport is preferable or the journey time is shorter (e.g. individual is assisted to use public transport which increases their independence).

There are some agreed design principles that will underpin the new service design – these will include embedding the 3 tier model, a focus on Person Centre Planning (PCP), and building and strengthening community based networks. These have well documented benefits to the end user, including a more holistic view of care packages and support and increased independence.

### **3.4 Can they be maximised? If so, how?**

See above.

## **Step 4: So what?**

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

### **4.1 How has the equality impact assessment informed or changed the proposal?**

As the groups that use the Links automatically fall into a protected characteristic of some description, the whole proposal is being informed by the needs of service users.

As a result of feedback from the consultation and considering service user needs in the previous version of this EqIA, the proposal to stop direct provision of care for individuals with complex learning difficulties was changed. This was based on consideration of the potential impact on service users and carers, but also after giving specific consideration to the cumulative impact on this service user group of previous changes made by the Council. Over the last 10 years there have been a number of service changes for people accessing day services. People who use the Bristol Community Links, and their families, feel as if they have been disproportionately impacted over time. This has previously resulted in some carer breakdown and negative health and wellbeing impacts for service users. Based on this information, the proposals for the future service were changed.



Specific consideration has also been given to the ethnicity data. At BCL Central, there is a higher than average (28%) proportion of service users who identify as black / black British. Similarly, there is a significant proportion of Muslim service users at Bristol Community Links North. The final proposals are city wide and will not have a specific impact on any one of the 3 centres.

#### **4.2 What actions have been identified going forward?**

There will be continued engagement with all service users, carers, partners, staff and trade unions throughout the changes. This could include informal conversations with Bristol Community Links staff and managers, or in some cases a review conversation with social work staff. For staff, there will be a full consultation (Management of Change exercise).

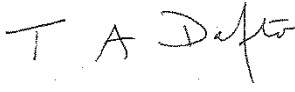
The important factor in implementing any changes to who receives transport is that this will be supported by an individual review – transport will not be removed from any individual without this. The review process will involve a supported conversation about what options are available for each service user and how they can best travel to the centres each day based on their individual circumstances and the outcomes they are looking to achieve. These reviews are planned to take place during 2018.

#### **4.3 How will the impact of your proposal and actions be measured moving forward?**

A combination of the following approaches will be used:

- Individual service user reviews
- Review of Service User Person Centred Plans
- Management of Change process
- Staff consultation and feedback sessions
- Monitoring of staff turnover and retention levels
- Exit interviews
- Ongoing dialogue with partners / providers

We will also monitor the impact of any other planned changes that may affect the same group of service users. For example, respite support is currently being re-commissioned which could impact carers who support service users at BCL. If there is evidence of further potential impact then additional support measures will be put in place.

Service Director Sign-Off:  Terry Dafter	Equalities Officer Sign Off: Jean Candler
Date: 8 November 2017	Date: 7 November 2017