



Bristol City Council Equality Impact Assessment Form

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

Name of proposal	Targeted Short Breaks Commissioning Plan
Directorate and Service Area	Children’s Commissioning, Adults, Children and Education
Name of Lead Officer	Becky Bliss & Rhiannon Griffiths

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.

<p>1.1 What is the proposal?</p> <p>The council is reviewing how it commissions targeted short breaks for disabled children aged 5-18 years. Short breaks are preventative, family support services that give a disabled child or young person a break from their parent/carer and vice versa. They are for disabled children who are not able to access suitable mainstream activities and breaks. Short breaks can be at any time ranging from an hour to a day, evening, overnight, weekend or holiday, depending on the needs of the family involved. The short break may take place in a community activity setting, a child/young person's home or other residential setting. It allows parents and carers to have a break from their caring responsibilities. The higher level and residential services are accessed following a social worker assessment and referral. Most of the lower level, leisure activities do not require such an assessment and are open to children, young people and services to self-refer.</p> <p>We propose to continue to commission a range of short break services including evening, weekend and school holiday daytime sessions and overnight residential holidays. From the information that we have from parents, carers, children and young people so far there are no major issues with our current services, on the whole they are providing the right kind of services that parents want. There has been some feedback from parents that targeted services are difficult to access if your child has more complex needs.</p> <p>The Commissioning plan does not include any significant changes to the current services, however it does include a reduction in the level of funding for Short Breaks transport and additional services to address identified gaps in provision. These include services for children with complex ADHD, and a service to support families to find personal assistants funded by direct payments. This will be an increase in current service provision and this proposal is in response to parents and partners identifying unmet need.</p> <p>The details of these changes are:</p> <p>Transport Fund: reducing transport fund from £25,000 to £10,000 in order to fund short break services for children with complex ADHD. From the start of our engagement on this process this has been the area of discussion that has been the most contentious with parent carers. The reduction in funding is likely to have a significant impact on some parents.</p>
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Bristol Autism Project: no significant changes are proposed, however a service development plan will be put in place and implemented by April 2019. This plan will address the following:

- Establishing a database of current members with contact details, ensuring it is GDPR compliant
- increasing outreach work in order to increase membership and raise BAP's profile
- expanding membership to children and young people with social communication and interaction needs
- a commitment to facilitate introductory sessions for any under-represented groups, for example the Somali community
- regular consultation with parents as part of continual improvement of service
- developing a knowledge management system to ensure the smooth-running and sustainability of the service

Personal Assistant (PA) finding service: a new personal assistant finding service to enable families to spend their allocated personal budgets on a personal assistant. This is in response to parents telling us, and the evidence showing us that parents cannot find PAs to support their children.

ADHD service: a new pilot service to provide a short break for children with complex ADHD and their families who's needs are a challenge to manage and are vulnerable to family breakdown

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?

National disability data

Nationally, around 6% of children are disabled, in 2011-12 there were around 800,000 disabled children under the age of 16 in the UK.

Bristol disability data

Defining disability for the purposes of data collection and analysis is problematic, and there is no single source of data we can draw on. We have therefore relied on a range of data sources to estimate the population of children and young people with disabilities in Bristol.

In 2016, the total child population in Bristol (age 5-18) was 68,162. Of this population, there are 8409 children with SEND (Special Educational Needs and Disabilities). This represents 12.3% of the total Bristol child population.

A sub-set of the SEND population is those children with disabilities. For the purposes of this needs analysis we have derived this figure from the school census and have included those children with the following needs: autistic spectrum disorder, hearing impairment, moderate learning difficulty, multi-sensory impairment, physical disability, profound & multiple learning difficulty, severe learning difficulty, and visual impairment. Based on this definition, there were 3206 children with disabilities registered in Bristol schools in January 2018. This represents 4.7% of the total Bristol child population.

Gender:

The total Bristol child population is split roughly 50% male: 50% female. Amongst the disabled child population the percentage of boys is significantly higher. A higher prevalence of SEN and disability amongst boys than girls is reflective of national trends – in the UK in 2017 14.6% of boys were on SEN support compared to 8.1% of girls.

Ethnicity:

Most of the children and young people living in Bristol are from White British backgrounds. However, the demography is changing and the Black African group, the majority of whom are Somali, is the largest BME

group in the city, followed by Mixed White and Black Caribbean pupils. These trends are reflected in the disabled child population.

Projected changes to need and demand

If recent trends continue, the total population of Bristol is projected to increase by 103,100 people over the 25 year period (2014-2039) to reach a total population of 545,600 by 2039. This is a projected increase of 23.3% which is higher than the projection for England of 16.5%.

The number of children (0-15 year olds) in Bristol is projected to continue to increase, with 20,400 more children living in Bristol in 2039 than in 2014 representing an increase of 25%. Children as a proportion of the total population is likely to remain the same at around 19% of all people living in Bristol, this is in spite of the increased number of children living in Bristol.

Schools are feeling particularly stretched by this increase and have experienced a particular growth in numbers of children with Social, Emotional and Mental Health needs; Autism Spectrum Disorders; Speech, Language and Communication needs (SLCN); complex needs and Multi-Sensory Impairment (MSI). As a result the current 'maintained' capacity is already full and by 2019 there is a projected shortfall of 128 specialist places (12%) across all need types and ages, and a predicted shortfall of 52 specialist places for children with ASD . This is being addressed by the Integrated Education and Capital Strategy

Due in large to medical advancements, the numbers of pupils with hearing and visual impairments has recently fallen. However, the number of external placements continues to rise and there is a strong stakeholder commitment to provide specialist hearing (HI) and visual impairment (VI) services .

Targeted short Break Service usage

Between January and December 2017, 488 individual children accessed a targeted short break in Bristol (this figure does not include the youth service for disabled young people or activities for deaf and hard of hearing young people).

The table below shows the number of individual children and young people accessing each service. Some children may access more than one service:

Service	Number of individual children who accessed this service
Out of School and Holiday Short Breaks (Jan-Dec 2017)	326
Overnight Residential Holidays (Jan – Dec 2017)	47
School holiday Short Breaks in special schools (Jan-Dec 2017)	182
Bristol Autism Project (July 2016 – June 2017)	271
Transport for Short Breaks (June 2016 – June 2017)	111

Table 1: number of children accessing a targeted short break

Figures for the youth service for disabled young people and activities for deaf and hard of hearing young people are not available as until 2018 they were provided as part of Bristol Youth Links, which did not collect information about which services were specifically accessed, and offered a service up to the age of 25.

Demographic breakdown of service usage data:

The following figures are drawn from 15 months of data, from January 2017 to March 2018, from Out of School and Holiday Activities, Residential Holidays, and Special School Holiday short breaks.

Gender:

Data from 2017-18 shows us there are more than double the amount of boys as girls accessing targeted short breaks. This data relates to Out of School and Holiday Activities, Residential Holidays, and Special School Holiday sessions.

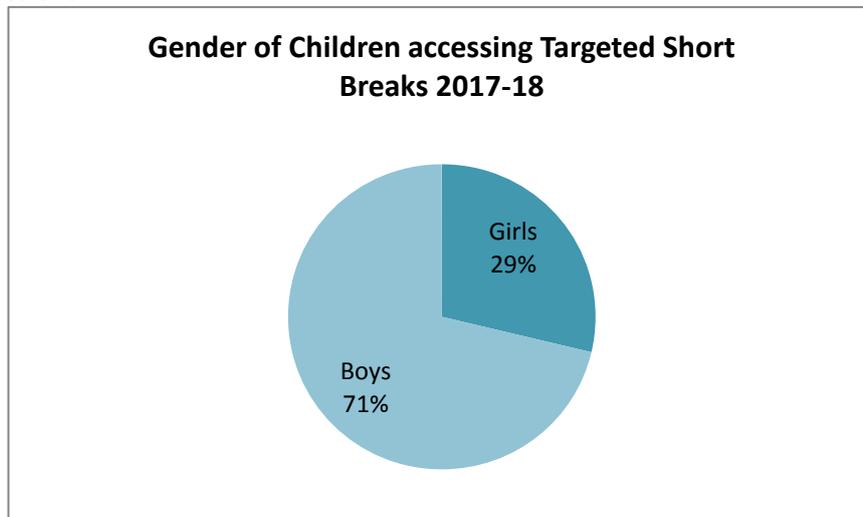


Figure 1: Gender of Children accessing Targeted Short Breaks 2017-18

While there are more disabled boys than girls in Bristol, as demonstrated by Figure 3, boys remain over-represented in Targeted Short Breaks attendance.

Age:

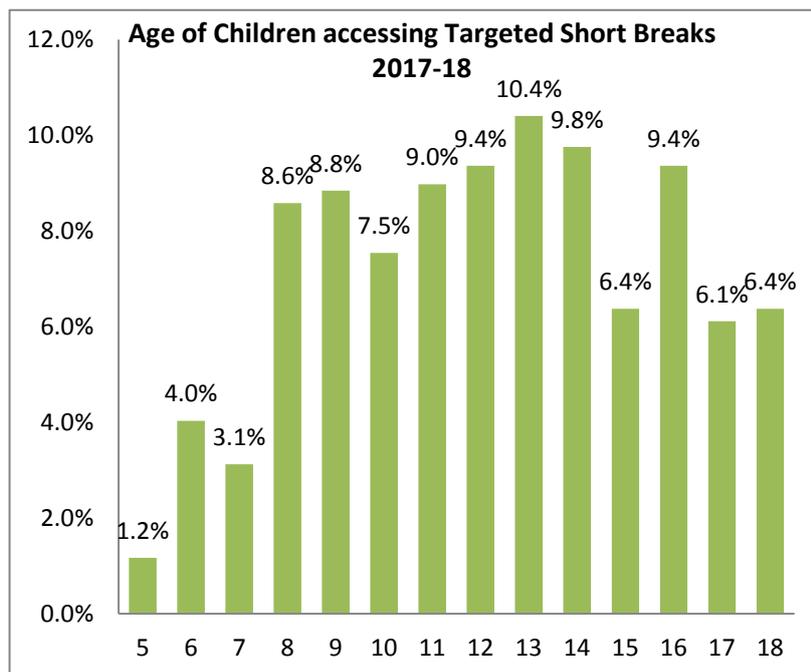


Figure 2: Age of Children accessing Targeted Short Breaks 2017-18

The highest proportion of children accessing Out of School and Holiday Activities, Residential Holidays, and Special School Holiday sessions were aged 11-14, although usage is fairly even across all ages above 8. This does not reflect the age profile of Bristol as a whole which has a higher proportion of 5-8 year olds. This may be because younger children may not yet have been diagnosed with a disability, may not yet have high enough needs to require a short break, or it may reflect that our targeted short breaks offer does not adequately meet the needs of this age group.

Ethnicity:

The percentage of children from different ethnic groups accessing targeted short-break services broadly reflects the demographic within the city. However, there are some areas to note:

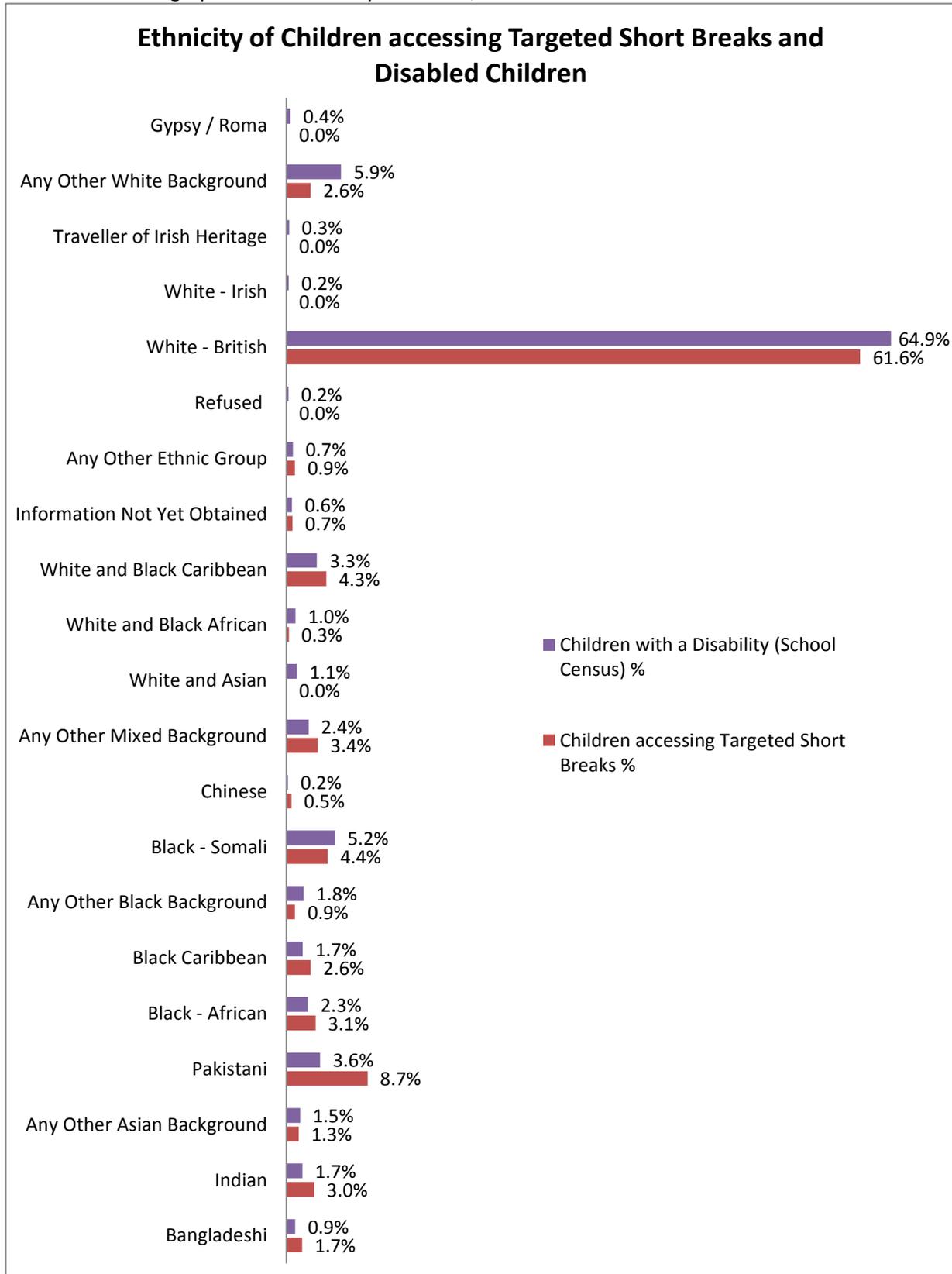


Figure 3: Ethnicity of Children accessing Targeted Short Breaks and Disabled Children

2017-18 service usage data shows that a higher than representative proportion of the children accessing Targeted Short Breaks identify as Black or Asian with a slightly under-representative proportion identifying as White and Somali in particular. This suggests that the BME specific service commissioned in 2014 has successfully increased the proportion of BME children and young people accessing services. Consultation as part of this process has included a significant amount of engagement with Somali families, the learning and activities from which has been summarised in the Commissioning Plan.

Short Breaks Transport Scheme:

The breaks taken by Black & Minority Ethnic groups stood at 50% of the total in 2016-17 and 66% in the 2017-18. The Short Breaks Transport Scheme consistently manages to reach and help a high percentage of a wide range of BME communities, including refugees. These communities are often more likely to be unable to drive in the UK, not own a car, have large families to transport, and face poverty.

Over the whole life of the Scheme, 12 adults (parents, relatives or friends) from 10 families (8 BME, 2 white) have received MIDAS training so they can drive an adapted minibus themselves, and can book their own transport.

Needs of children and young people:

The table below outlines the specific needs of the children and young people accessing short breaks. This data does not include information from the following services: Bristol Autism Project, Transport for Short Breaks, Youth service for disabled young people, Activities for deaf and hard of hearing young people.

(A) Moderate to severe learning disability	(B) Challenging behaviour	(C) Complex health needs	(D) Sensory & physical disability	(E) Autistic Spectrum Disorder / Asperger Syndrome
41%	35%	17%	34%	52%

Table 2: Needs of children accessing Targeted Short Breaks 2017-18

Many children will have multiple needs, which is why the percentages total more than 100%. This is demonstrated by table 3. The highest area of need is Autism Spectrum Disorders, followed by moderate to severe learning disabilities. This reflects national trends – the national School Census 2017 found that Autism Spectrum Disorders remains the most prevalent primary need type amongst those children and young people with an Education, Health and Care Plan.

1 Category	2 Categories	3 Categories	4 Categories	5 Categories
32%	36%	20%	9%	2%

Table 3: Children with multiple categories of need

Geography:

Figure 8 below shows the home ward of children accessing targeted short breaks, compared to those children recorded as having Special Educational Needs and Disabilities. There is a fairly even geographical spread across the city, although this data suggests that there is some under-representation in children from Filwood, Lawrence Hill and Southmead. As some of the most deprived wards in the city, this is an area that should be addressed.

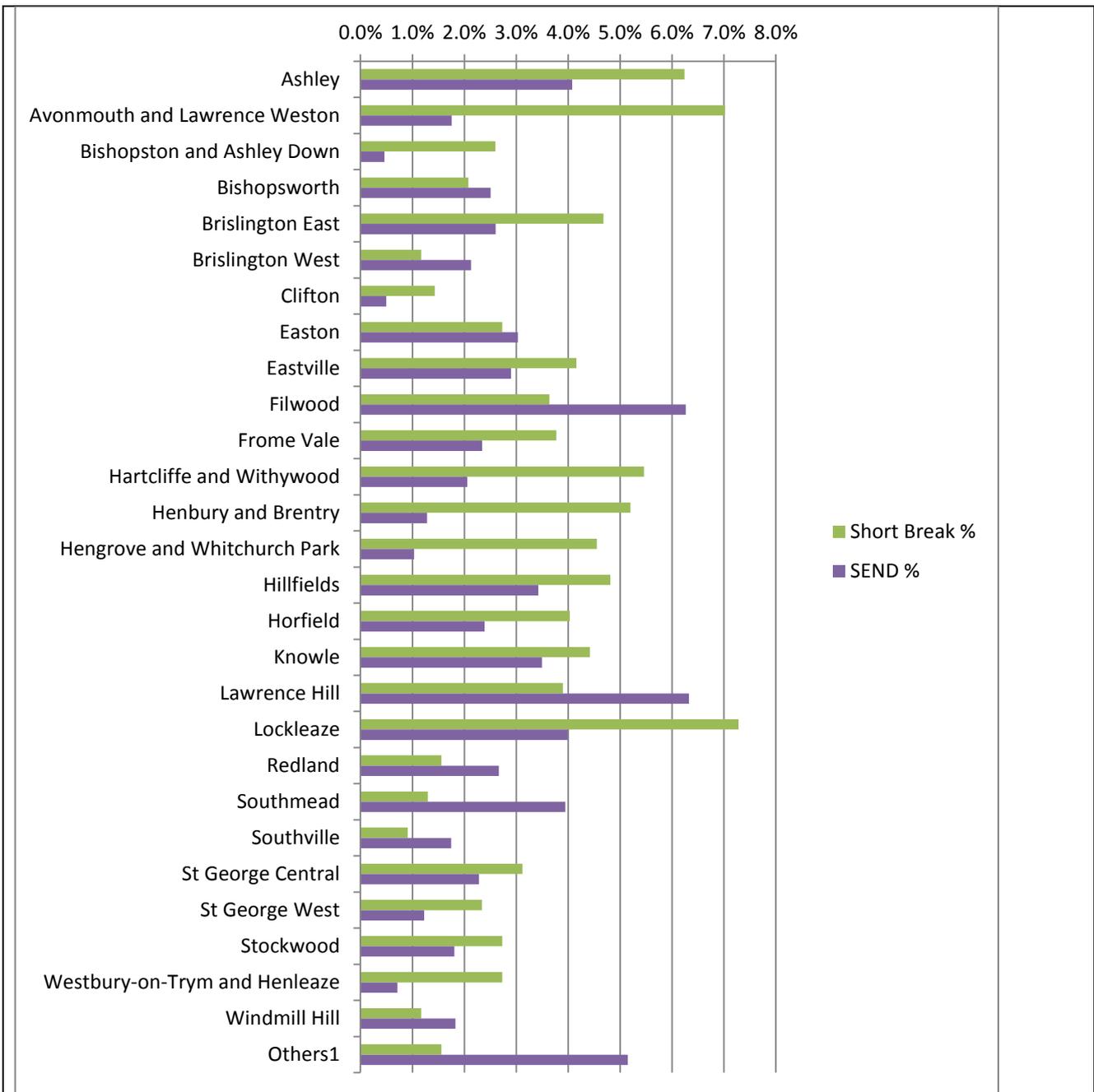


Figure 4: home ward of children accessing Targeted Short Breaks¹

Short Breaks Transport Scheme:

Many families using the Short Breaks Transport Scheme come from areas of poverty in Bristol with large ethnic communities or large housing estates. The most common postcodes are around Easton, St.Pauls, Hartcliffe, Knowle, Stockwood, Fishponds, Brislington, Lockleaze, Henbury, Brentry, and Shirehampton.

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

We do not have LGBTQ+ data from any data source – school census, or from services.

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

¹ 'Others' includes Bedminster, Clifton Down, Cotham, Hotwells and Harbourside, St George Troopers Hill and Stoke Bishop

We have undertaken a 12 week public engagement and consultation exercise to develop and consult on our proposals, this has included specific consultation with:

- linking with Wellspring to engage Polish, Somali Gypsy, Romani and Traveller communities,
- organising equalities consultation session and following up with individual equalities groups
- holding a specific Somali families session co-produced with Autism Independence
- Linking with Off the Record LGBTQ+ worker

Please see consultation and communications strategy and plan for full details.

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?

Any change, however small could have a significant effect on some people. For example if a service is changed from being on a Monday night to a Tuesday night this could have a significant impact on a family if they are unable to make a Tuesday instead.

Transport hardship fund: whilst there is a proposal to continue to fund transport for short breaks this is at a reduced rate in order to release funding to enable children with complex ADHD to access short breaks. This is the proposal that will have the greatest impact on families who currently use the short breaks travel fund service.

Age	Younger children are under-represented as users of current services (see Section 2.1 above). Although there are other reasons for this it may be that our targeted short breaks offer does not adequately meet the needs of this age group.
Disability	As these are services for disabled children and their families any change would by definition have an impact on these groups the most.
Sex	None identified
Sexual Orientation	Consultation with LGBTQ+ groups has suggested that children and young people from this this equality group often face barriers to accessing services
Pregnancy/Maternity	None Identified
Gender reassignment	Consultation with LGBTQ+ groups has suggested that children and young people from this this equality group often face barriers to accessing services
Race	As the majority of users of the Transport Hardship Fund scheme are BME, this reduction in funding will affect these groups the most.
Religion or Belief	No impacts identified
Marriage and Civil Partnership	No impacts identified

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

The proposal we consulted on was to reduce the funding for short breaks transport from £25,000 per annum to £2,000 per annum. Following feedback through the consultation activities, and the findings of this

assessment, we have reduced this reduction and will be trialling funding of £10,000 per annum, with the possibility of increasing this funding level if demand outstrips the level of services this funding can provide. We will specify within the tender documentation that activities are suitable for all age ranges, paying particular attention to younger children who are not currently accessing services to the same extent as other age ranges.
3.3 Does the proposal create any benefits for people with protected characteristics?
By creating additional support specifically for children and young people with ADHD, we are addressing a gap in provision for children with a specific health need and their families who often cannot access support as ADHD is not recognised as a disability. In addition, the new PA finding service will create benefits for families of children with disabilities by supporting them to source personal assistants, a task which is often difficult and stressful and leaves families without the support they need. The aim of this service is to alleviate the burden on families by supporting them to find personal assistants who are fully trained and supervised.
3.4 Can they be maximised? If so, how?
As new service areas, we will monitor the effectiveness of these interventions and if they provide the positive impact we are hoping for, we will review how they can be maximised.

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?
The proposal we consulted on was to reduce the funding for short breaks transport from £25,000 per annum to £2,000 per annum. Following feedback through the consultation activities, and the findings of this assessment, we have reduced this reduction and will be trialling funding of £10,000 per annum, with the possibility of increasing this funding level if demand outstrips the level of services this funding can provide.
4.2 What actions have been identified going forward?
Additional actions which we have identified as part of this process will be built into the service specification when we put services out to tender. We will also be implementing the Bristol Autism service development plan in order to make improvements to the way that service works. This includes specific actions around ensuring that specific groups who have told us that they find it hard to access services, such as Somali families, are catered for and that services are designed to meet their needs.
4.3 How will the impact of your proposal and actions be measured moving forward?
As commissioned services, the proposals outlined in this document will be subject to contract and performance managements which will measure how effectively they are meeting the desired outcomes. This will be reviewed on a regular basis, and in depth as the contract comes to an end and we begin the analyse phase of the commissioning cycle once again.

Service Director Sign-Off: Ann James at CMT	Equalities Officer Sign Off:  Duncan Fleming
Date: 26/7/2018	Date: 23/7/2018