

# Equality Impact Assessment for Service changes / Budget proposals

## WHAT IS AN EIA?

An EIA is a tool which will help you assess whether there are any positive or negative equality impacts on people affected by proposed changes. This EIA form is for use in two circumstances (service changes and budget proposals):-

- (a) Service change involves redesigning or reshaping, (and in some cases the removal of) current service provision – whether directly provided by Council officers or commissioned by the Council for provision by an external provider.
- (b) Budget proposals should arise from service changes that you are considering throughout the year in light of the current financial climate. The EIA for budget proposals should cover the same issues as considered for service changes.

Our public sector equality duty requires us to ensure that we do not discriminate against any protected group or person with protected characteristics (see below) covered by the Equality Act 2010 when taking decisions that affect them. Potential negative impacts that we disregard or ignore could mean discrimination. We also have a duty to actively promote positive impacts that advance equality of opportunity. The protected characteristics covered by the Equality Act 2010 are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual orientation.

The EIA template has a series of questions that you need to answer in order to identify any positive or negative equality impacts arising from the work you are doing. If there are negative impacts, this does not mean we cannot go ahead. Decision makers must have “due regard” to the findings and consider (if they do decide to go ahead) whether any mitigating actions can be taken to address negative impacts.

## WHY IS AN EIA REQUIRED?

An EIA helps us assess whether we are meeting our public sector equality duty: eliminating discrimination and promoting equality of opportunity.

For example: Providing equality of access to services or other opportunities (such as employment related issues) because of barriers some groups may experience which may not be in place for others (language, information, or location).

The action plan identifies what steps we can reasonably take as a consequence of the EIA findings.

An EIA also enables us to identify where we do not have the data or information necessary to equality impact a decision. The EIA action plan enables us to map out how and when this data gap will be addressed.

## WHEN DO WE NEED AN EIA?

The first thing to do is to assess whether there is any equality impact. This can be done by filling in a **screening questionnaire** as soon as you start your project/report. Answer the screening questions in order to determine whether an EIA is needed.

## HOW IS AN EIA CARRIED OUT?

**Before you start:** If you are not sure whether you need to do an EIA, fill in the screening questionnaire to determine whether you need to complete one. The screening questionnaire is not obligatory, but will help.

**What to do:** When an EIA is required:

### Step 1 The proposal

This part is at the start of the planning process. It sets out the service user profile, the proposed change to the service, and potential equality impacts arising as a result of the proposal.

### Step 2 Consultation

This part highlights the outcome of consultation with service stakeholders about the service change proposal and likely equality impacts.

### Step 3 The recommendation

The final part of the EIA identifies any changes made to the original proposal in Step 2 as a result of consultation and further consideration.

Completing the form requires you to consider the impact on **service users**, with the exception of a single question about staff. In order to assess the equality impact of staffing changes, complete the separate **EIA template for organisational reviews** which presents the 'before' and 'after' staff profiles of services affected.

## Equality Impact Assessment for service changes / budget proposals

<b>Name of service</b>	<b>Douglas Bader Day Centre (Adults with Physical and Sensory disabilities)</b>
<b>Lead officer and Contact details</b>	<b>Swarsha Bhalla 454 2313</b>
<b>List of other(s) involved</b>	<b>Equality officer: Irene Kszyk Finance officer: Stuart McAvoy</b>

### What is this EIA about?

(Please tick✓)

<b>Budget proposal for existing service or service contract to achieve savings</b>	<input checked="" type="checkbox"/>
<b>Budget proposal for new or additional service expenditure</b>	<input type="checkbox"/>
<b>Commissioning a new service or service contract</b>	<input type="checkbox"/>
<b>Changing or removing an existing service or service contract</b>	<input checked="" type="checkbox"/>

### Step 1: The proposal (how you propose to change the service)

#### Question 1:

<p><b>What is the proposal/proposed change?</b></p> <p>It is proposed to change the focus of in house day services aimed at providing more choice and control for people in line with the personalisation agenda. Adult Social Care services are changing and people who meet the eligibility criteria are now given a personal budget so that they can buy services directly from a range of providers. The direction of travel was set out in the Putting People First concordat (2007) and was re-iterated in the Coalition Government's vision for Adult Social Care 'Capable Communities and active citizens'.</p> <p>Day services are activities which aim to build people's confidence, skills and interests, and prevent disabled people from becoming isolated at home. They are vital in giving carers a break, allowing them to continue to support the people they care for and reducing reliance of expensive residential care. The number of people attending internal and external day care services is declining as people are using their personal budget to buy alternative services such as a personal assistant.</p> <p>Existing internal day care services need to change, as they are not always culturally appropriate and do not meet people's aspirations about living independently, accessing mainstream community activities and getting a job.</p> <p><b>Department of Health vision for Adult Social Care</b></p> <p>'Individuals not institutions take control of their care. Personal budgets preferably as direct payments are provided to all eligible people'.</p> <p><b>Putting People First also emphasises the need to change.</b></p>
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'The current model of focusing the day-time support in day centres and traditional home care services needs to shift to a much wider range of opportunities'.

Personalisation recognises that the menu of day services currently provided or commissioned by Councils offers limited choice. They do not offer flexibility in that they run at the same time each day, from Monday to Friday.

For a variety of reasons, fewer people are choosing an in house day service than ever before. In January 2011 to January 2014, the number of service users attending Douglas Bader fell by 42%. People have made other choices, such as taking up places in the voluntary sector day services, accessing services in the community or a small number have taken up a direct payment. Customers are finding that they can buy more hours of service with their personal budget from the voluntary sector day service than from an in house service.

The changes in how people can chose to spend their personal budget means that services at Douglas Bader are becoming unviable. Community Inclusion (formerly known as Community Options) model and service users being supported to access activities in the community.

The Council is considering going out to statutory consultation on the future of its in house day service for people with a Physical and Sensory Disability. Douglas Bader has predominately white service users attending.

**The following would be the consultation proposal:**

'The council is proposing to stop running Douglas Bader'

After the consultation, and if the proposed change was agreed, a care management officer from the Council would review the needs of people affected and with the support of Community Inclusion staff they would support service users in finding alterative services.

**Who will it affect and how will they likely be affected?**

There are currently 45 service users attending Douglas Bader ageing from 24 to 73 years of age.

16% of people are older people (66 year and over).

There are also 2 services who are also affected by the Independent Living Support consultation exercise for community alarms. The impact of any changes may be minimal depending on the recommendation made following consultation.

Different services collect different types of data and service user information to capture the service they deliver and the outcome service users receive. The aim of the profile below is to capture what you already collect, not to make your information fit a standard template. List the equality profile of your service users. Where you find you do not address a particular characteristic, ask yourself why. You may need to follow up any information gaps as an action point. If this is the case, add it to the action plan at the end of the template.

**Question 2:**

**What is the equality profile of current service users?**

**Data Analysis for each service**

Establishment	Ethnicity	Age	Religion	Gender
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<b>Douglas Bader</b> (Physical & Sensory Disabilities)	Asian 44.4% White British 53.4% Black 2.2%	18-64 years 84% 65year and over 16%	Christian 8.9% Church of England 26.7% Roman Catholic 2.2% Hindu 31.1% Muslim 11.1% Sikh 2.2% No religion 17.8	Female 55.6% Male 44.4%
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Service users have a physical and sensory disability.

**Do you anticipate any changes to your service user profile as a result of your proposal/proposed change? If yes, how will it change?**

None anticipated.

Think about the diversity of your service users and the specific needs they may have that you need to address, depending on the service context and user group. An example of service need is school aged children having differing school meal requirements due to their ethnic or religious background; a potential issue could be poverty/low income having adverse impacts on children, women (lone parents), and

**What are the main service needs and/or issues for those receiving the service because of their protected characteristic?**

	<b>Service needs and/or issues by protected characteristic</b>
<b>Age</b>	Services need to offer people with a physical disability and sensory disability the opportunity for social inclusion and remain as independent as possible.
<b>Disability</b>	Services that meet the needs of people with a physical and sensory disability.
<b>Gender reassignment</b>	Not known
<b>Pregnancy and maternity</b>	To take into consideration personal requirements and differing needs.
<b>Race</b>	To allow for services to be culturally appropriate and person centred.
<b>Religion or belief</b>	To allow for services to take into consideration peoples varying religious beliefs.
<b>Sex (gender)</b>	To take into consideration gender differences and differing needs.
<b>Sexual orientation</b>	To take into consideration sexual orientation differences

**Question 3:**

**Will the proposal have an impact on people because of their protected characteristic? Tick the anticipated impact for those likely to be affected and describe that impact in the questions 4 & 5 below.**

	<b>No impact <sup>1</sup></b>	<b>Positive impact <sup>2</sup></b>	<b>Negative impact <sup>3</sup></b>	<b>Impact not known <sup>4</sup></b>
<b>Age</b>		√		

<sup>1</sup> The proposal has no impact (positive or negative) on the group sharing a protected characteristic.

<sup>2</sup> The proposal addresses an existing inequality experienced by the group sharing a protected characteristic (related to provision of services or facilities).

<sup>3</sup> The proposal disadvantages one or more of the group sharing a protected characteristic.

<sup>4</sup> There is insufficient information available to identify if the group sharing a protected characteristic will be affected by the proposal.

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	No impact <sup>1</sup>	Positive impact <sup>2</sup>	Negative impact <sup>3</sup>	Impact not known <sup>4</sup>
<b>Disability</b>		√		
<b>Gender reassignment</b>				√
<b>Pregnancy and maternity</b>		√		
<b>Race</b>		√		
<b>Religion or belief</b>		√		
<b>Sex (gender)</b>		√		
<b>Sexual orientation</b>				√

#### Question 4:

**Where there is a positive impact, describe the impact for each group sharing a protected characteristic. How many people are likely to be affected?**

For the 48 service users in Douglas Bader (24 -73 years old), future provision will be closer to where they live and more culturally appropriate. A number of options are available for individuals for example accessing activities in the local community and/or options available in the Voluntary and Independent sector that are culturally appropriate which people can access using a direct payment or a personal budget.

There is also the opportunity for people to be supported into employment where deemed possible.

#### Question 5:

**Where there is a negative impact, describe the adverse impact for each group sharing a protected characteristic. How many people are likely to be affected?**

Proposal: The council is proposing to stop running Douglas Bader Day Service.

The change of day care settings will have an impact on 45 clients, who are between the ages of 24 -73 years of age and have a physical and/or sensory disability. Included in the figures are service users who are older people, 66 -73 years of age (16%).

The majority of service users are of White British. Clients will move away from an attending a familiar day centre and possibly lose friendships that have formed over the years. There could also be a reluctance to change.

The attached action plan attached to this report details the particular activities which will reduce negative impacts these can be summarised as follows:

If the possible is agreed and people need to move out of their current day centre the Council will:

- Work closely with service users and families to identify how we can support people with the changes
- Apply good practice with a person centred approach to individual needs
- Establish a dedicated team who are trained in best practice approaches and can work closely with service users and families affected by change
- Make sure that workers with appropriate language skills can support BME service users and their families
- Make service users and families aware of activities in their local community that can meet their cultural needs, and reassure them that alternative provision is available

**How can the negative impact for each group sharing a protected characteristic be reduced or removed?**

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A person centred approach plan which will involve working closely with families, carers and professionals. 1:1 meeting will be carried out and will address individual needs for service users.

**Question 6:**

**Which relevant stakeholders were involved in proposing the actions recommended for reducing or removing adverse impacts arising from the proposal?**

Senior officers

**What data/information/analysis have you used to inform your equality impact findings?**

Information to support the EIA has been taken from the below documents

Data Analysis from:

- Our Health Our Choice Our Say 2008
- Putting People First 2007
- Think Local Act Personal 2011
- Joint Commissioning strategy for Learning Disabilities

**Supplementary information**

**Question 7:**

**Is there other alternative or comparable provision available in the city? Who provides it and where is it provided?**

A web facility is in place for the City and County called 'Choose my support'. This enables people to purchase support for example through a personal assistant. As people are assessed onto personal budgets, some people are likely to exercise their right to choose these services.

There is a bi annual conference with brings together providers of all adult social care services and those who use the service, called Choice Unlimited. This provides customers and organisations a platform to share information.

Currently there are a range of activities that take place with community and leisure facilities that people can access directly using their personal budgets.

We contracted over 100 organisations in the voluntary and independent sector that provide day care places for people with physical disability and or learning disability in the city. There are currently 120 vacant places within the voluntary sector.

**Can this alternative or comparable provision help reduce or remove the negative impacts identified in Question 5? If not, why not?**

Alternative services meet the same needs, are culturally appropriate and provide services within service users' own local communities. This will help reduce the travelling time service users experience when accessing current services.

**Would service users negatively affected by the proposal be eligible to use this alternative or comparable provision? Would it meet their identified needs?**

Yes. The majority of service users affected by the proposals are from a White British background. There are a number of options available for people to access alternative services that meet their needs.



**Question 8:**

**Will any particular area of the city be more affected by the proposal than other parts of the city? What area and why?**

The proposal is to stop running Douglas Bader. Douglas Bader is situated in the Spinney Hills area of the city, although users who attend the day centre come from different areas of the city.

There is a good network of public transport within the city to allow people to travel to services they wish to seek in the future.

The future service model will promote participation in services alongside other citizens who are not in receipt of community care services.

Alternative services are based in the city and depending on the outcome of person centre plans; options for consideration are located closer to home.

For example, Government policies or proposed changes to current provision by public agencies (such as new benefit arrangements) that have an adverse impact on residents; external economic impacts such as the recession/economic downturn; socio-economic factors such as deprivation/low income.

**Question 9:**

**Is it likely that there may be other sources of negative impacts affecting service users over the next three years that need to be considered? What might compound the negative effects of this proposal? Describe any additional negative impacts over time that could realistically occur.**

Through personalisation, the introduction of personal budgets and direct payments has the potential of seeing day services attendee numbers depleting. Over time as numbers continue to drop the service become financially unviable and the Council struggles to provide a meaningful service for users. Over three years we have seen a drop of 47% in numbers using the service.

There are currently two service users who are affected by the Independent Living Support consultation exercise for community alarms.

**Question 10:**

**Will staff providing the service be affected by the proposal/proposed changes? If yes, which posts and in what way?**

There are 17 members of staff employed at Douglas Bader. Should the proposal be approved staff will be subject to a review. Full engagement with HR and Unions will ensure a fair and equitable process is undertaken with due regard to all employment law and equalities legislation.

**Date completed** .....

**Step 2: Consultation on the proposal**

Consulting potential service users on the proposal will provide you with an opportunity to collect information from them on the equality impacts they think may occur as a result of the proposed change, positive as well as negative. For negative impacts, this is an opportunity for them to identify how best to mitigate any negative impacts on them that they think may occur.



## Question1:

### **What consultation on the final proposal has taken place?**

#### **When, where and who with?**

Consultation period: 17 September to 16 December 2013

**Letters** were sent to all service users attending Douglas Bader day centre plus their carers along with the following documents:

- A booklet explaining why we need to change the way we run our day services for adults with physical and sensory disabilities
- Answers to frequently asked questions (FAQ's).
- Details of meeting with service users and their carers/families could attend to talk through the proposal.

**Individual one-to-one interviews** were offered to all service users and carers. A questionnaire was developed to find out people's views about the proposal affecting Douglas Bader day centre. A paper copy of the questionnaire was made available at the day centre and copies were available at the consultation meetings. The questionnaire was also made available on the website to complete for service users and their carers. The purpose of the one to ones was to complete the questionnaire in a private setting, address individual concerns and issues about the proposal for change. Other recipients of letters were advised about the availability of the questionnaire only on their thoughts about the proposal electronically on the Councils public website.

**A programme of meetings** was set up at the day centre to meet service users and carers/families. The format for these meetings involved providing an explanation of why the Council needs to change the way it delivers services to adults with physical and sensory disabilities in the City.

**A generic e-mail address** – [dayservices@leicester.gov.uk](mailto:dayservices@leicester.gov.uk) was set up for people to ask questions and submit their comments. Organisations who work with adults with physical and sensory disabilities were asked to let us know their views on the proposal effecting Douglas Bader day centre and to use their networks to ensure that as many people as possible were made aware of the proposal and how they could make their views known.

**Provider event** was set up to help service users and carers to understand what opportunities are available for people. Service users and carers were keen to meet alternative providers of day care and talk through services they provided and begin to understand what other options would be available to them.

Please refer to consultation report for detailed findings.

## Question 2:

### **What potential impacts did consultation stakeholders identify?**

The negative impacts perceived by those involved in the consultation were as follows:

1. The lack of knowledge or understanding of what is available in the Voluntary and

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.

Independent sector

2. The gap in the market for adult changing facilities to support people in the community

Closing Douglas Bader could affect people's health and well-being, especially for those who require high levels of support. Perceived impacts could be poorer standards of care impacting on their health and well-being.

**What positive equality impacts were identified? For people with which protected characteristics?**

No positive impacts were identified, as the overriding message in the consultation was that people would prefer not to move from the day centre.

People did understand the difficulty the council was facing and if the decision was made to stop running the day centre could the council notify them in person and support them in finding alternatives. Some service users in the one to one meetings notified the transformation team what they would like to do into the future.

**What negative equality impacts were identified? For people with which protected characteristics?**

See above

**Question 3:**

**Did stakeholders indicate how positive impacts could be further promoted? How?**

People did not think they would benefit from the proposed change but did accept if change did occur they would wish for the council to support them to find other things to do during the day with their friends. Service users were keen for the Council to support them in finding alternatives.

**Did stakeholders indicate how negative impacts could be reduced or removed? How?**

Negative impacts could be reduced imposing no change or by providing support to service users and carers to find alternative culturally appropriate activities in the community with the support of a personal assistant or day services.

**Date completed** .....

### Step 3: The recommendation (the recommended decision on how to change the service)

#### Question 1:

Has your recommended proposal changed from the proposal in Step 1 as a result of Consultation and further consideration?

Yes  No  If 'no', go to Question 2.

<b>If yes, describe the revised proposal and how it will affect current service users?</b>
<b>What are the equality implications of these changes? Identify the likely positive and negative impacts of the final proposal and the protected characteristic affected.</b>
Go back to the initial exercise you carried out at the beginning, on understanding your equality profile. Re-visit each characteristic and what has changed as a result of amending your recommendation. Revise potential positive and negative equality impacts accordingly.
<b>How can any negative impacts be reduced or removed?</b>

#### Question 2:

Are there any actions<sup>5</sup> required as a result of this EIA?

Yes  No

If yes, complete the action plan on the next page.

Date completed .....

### Step 4: Sign-off

This EIA completed by	Name	Signature	Date
Lead officer			
<b>Countersigned by</b> Equalities Officer			
<b>Signed off by</b> Divisional Director			

**Completion** - Keep a copy for your records, and **send an electronic copy** of the completed and signed form to the [Corporate Equalities Lead](#) for audit purposes

<sup>5</sup> Actions could include improving equality information collected or identifying the actions required to mitigate adverse impacts identified in the EIA.

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## EIA Action Plan

Please list all the equality objectives, actions and targets that result from the Equality Impact Assessment. These should be included in the relevant service plan for performance management purposes.

Equality Objective	Action required	Target	Officer responsible	By when?
Example: To know equality profile of all service users.	Example: collect monitoring data on disabled users (currently not being provided)	Example: To have data for first performance review	Example: Joe Smith	Example: Start collection of data in April 2013
To ensure inclusive communication	Draft communication plan	To agree a detailed consultation approach	Swarsha Bhalla/ Justin Hammond	End of July 2013
Ensure equalities needs are fully considered as part of person centred planning	Identify any barriers to current or future provision	Identify any gaps with alternatives provision	Justin Hammond/Swarsha Bhalla	

### What to do next?

If this EIA has identified any issues that need to be addressed (such as plugging a data gap, or carrying out a specific action that reduces or removes any negative impacts identified), complete the attached EIA Action Plan to set out what action is required, who will carry it out, and when it will be carried out/completed.

Once your EIA has been completed, (countersigned by the equalities officer/finance officer **and signed off by your Director**) the equality officer will work with you to monitor this action plan.

**Officers to contact:** Corporate Equalities Lead/Corporate Resources and Support: Irene Kszyk 296303

[NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.](#)

Adult Social Care, Health & Housing: Gurjit Minhas 298706  
City Development & Neighbourhoods: Daxa Patel 296674

Children's Services: Sonya King 297738

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