


Buckinghamshire County Council - Equalities Impact Assessment

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| <b>Title of strategy / policy / service being assessed:</b>   | <b>Short Breaks Strategy</b>  |
| <b>Contact Name and Telephone Number:</b>   | <b>Adam Willison 01296 387691</b>   |
| <b>Date assessment completed:</b>   | <b>April 2018</b>   |
| <b>Signature and name of Head of Service signing off this impact assessment and equalities improvement plan.</b>  | <b>Name: Susie Yapp</b>   |
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|   | <b>Signature:</b><br><b>Service: Joint Commissioning Service</b>                    |
| <p>Good impact assessment can help us manage demand and be a more successful, efficient organisation.</p>   |   |
| <ul style="list-style-type: none"> <li>• Understanding the impact of our actions will help us to deliver services fairly, target resources where they are most needed and avoid unintended negative impacts for residents, other parts of the council or other service providers.</li> <li>• Communities with wide inequalities are less likely to self-help and more likely to be higher users of public sector services.</li> <li>• Cohesive, resilient and integrated communities are able to cope better with economic and environmental crisis and more likely to be able to provide services, take over community assets or volunteer.</li> </ul> |   |
| <p>Impact assessment also helps us meet our legal duties under the <b>Equality Act 2010, including the Public Sector Equality Duty</b>. The Act says people should not be discriminated against because of one or more relevant protected characteristic(s), when using, or seeking to use, any service provided publicly or privately, whether that service is paid for or not. Neither should they be discriminated against in employment, when seeking employment, or when engaged in occupations or activities related to work because of the relevant protected characteristic(s):</p>   |   |
| <ul style="list-style-type: none"> <li>• Age (18+)</li> <li>• Disability</li> <li>• Gender Reassignment</li> <li>• Pregnancy &amp; maternity status</li> <li>• Race</li> <li>• Religion or belief</li> <li>• Sex</li> <li>• Sexual orientation</li> <li>• Marriage and civil partnership (employment related only)</li> </ul>   |   |
| <p><b>More detailed guidance has been produced to accompany this proforma see intranet under A to Z&gt;Community Cohesion and Equalities.</b></p>   |   |

**Section A. To Assess or Not to Assess**

To determine whether an EIA is required, please read the questions below and indicate your answer by putting an X in the box to the right of the “Yes” or “No” at the end of each question.

|   |     |                                     |    |                          |
|---|-----|-------------------------------------|----|--------------------------|
| Does the service affect the public or staff directly?   | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| Does it affect how other services are provided?   | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| Is there information e.g. survey data or complaints that suggests that it is affecting particular groups of people? | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| Does it have employment implications?   | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |

If you have answered “Yes” to one or more of the questions listed above, you will need to continue with a full equalities impact assessment (EIA).

However, if you have carried out an assessment of this strategy/policy or service in the past two years, for example, as part of the transformation programme, or there has been an external audit of the service, which has resulted in explicitly stated equalities outcomes, you will not need to continue with an in depth EIA. You will, instead, need to consider any gaps in relation to the groups identified under “Purpose” and agree actions/targets.

If you have answered “No” to all of the above the statements, you will not need to continue with a full EIA because it is not relevant to the strategy/policy or service.

Please send this document to Angie Sarchet, Manager, Community Engagement & Development Team, New County Offices or via email to [asarchet@buckscc.gov.uk](mailto:asarchet@buckscc.gov.uk). Ensure you do this prior to final sign off by the Head of Service to enable the challenge process to be applied effectively.

| Section B. Reviewing the design   |   |
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| Questions to consider   | The Findings  |
| <p>1. <b>Why is the strategy necessary?</b> What are the key aims and objectives? What outcomes is it designed to achieve and for whom?</p> | <p>A Short Breaks strategy is being developed as part the wider Transformation Programme for Adult Social Care; which sets out the case for change in our approach to supporting adults with care and support needs. We need to change our approach to create independence and self-reliance for our clients whilst focussing on achieving individual outcomes.</p> <p>The Transformation Programme has 3 service tiers:</p> <ol style="list-style-type: none"> <li>1. Living Independently - connecting with others to get the advice and information people need to stay independent</li> <li>2. Regaining Control - receiving short interventions to regain control where independence may have been lost</li> <li>3. Living with Support - where people need ongoing help.</li> </ol> <p>In line with this approach we also want to create more opportunities for vulnerable adults to build self-sustainable networks of support that connect them to the communities that they live in.</p> <p>Time away from home can develop people’s independence, as this can be used to learn new skills, build up a wider support network and make new friends. It also means that carers have time to rest or focus on other things which improve their own emotional and physical health, so that the care they offer in a family setting can be sustained. At present short breaks are often seen in the context of overnight respite, but the aim of this strategy is to challenge and develop current thinking to widen access to short breaks situated in local communities near to where people live.</p> <p>Buckinghamshire County Council wants to ensure that it delivers</p> |

services that are sustainable and value for money. This Strategy sets out how we will achieve this by ensuring that our available resources for short breaks are targeted at those who most need support, and that by developing an offer that is close to where people live, we can build on already established links within communities. This includes support offered by friends, neighbours, community organisers and the voluntary, community and faith sectors.

The strategy takes account of relevant legislation regarding support for carers and is built on current data, forecast future data and best practice research. It has been developed collaboratively with partners in Children's Services and Health to ensure ways of working are aligned.

For the provision of short breaks transformation of the service model means:

- Each individual that requires access to short breaks support will be individually assessed.
- The support needs will inform whether the individual requires the kind of specialist support and interventions provided within buildings based services or whether community based short break would prove a more suitable provision.
- The offer of short breaks support will be made on the basis of both adult need and the level of family resilience.
- The short breaks offer will be dependent on the above factors, rather than an allocation of nights/hours, ensuring parity of access and prioritisation of need.
- In line with the Care Act 2014 and the strategic vision for

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|   | <p>Adult Social Care, provisions will be focussed on deliver defined service user outcomes, aiming to increase independence and self-efficacy.</p>  |
| <p>2. Consider your answers at question 1. <b>How have the needs of different groups of people, where relevant/appropriate, been taken into account?</b> What does needs assessment data tell you about who should be benefitting from the strategy/policy or using the service? What else do you know about people’s needs or views? What information do you have from consultations/focus groups, national or local published research reports, satisfaction surveys, service monitoring data, benchmarking with other providers, demographic data or other information that has been used to formulate the design and delivery of the strategy/policy/ or service. Also refer to the council’s “Research” information on the website.</p> <p>If you identify a gap in information, for example, about the needs of a particular group of people, include this as an action point in the equalities improvement plan.</p> | <p>During the development of the short breaks strategy consideration has been given to the local and national context of short breaks provision alongside the issues inherent with the current service provision in BCC.</p> <p>A further consultation and EIA is likely to be required on a redesign for the short breaks offer and when a new BCC short breaks policy is developed to ensure the views of service users and carers are heard and considered.</p> <p>There is no single source of data for adults in Buckinghamshire with disabilities and additional needs; therefore a range of national and local data sources have been used including:</p> <ul style="list-style-type: none"> <li>• Care Act 2014</li> <li>• Projecting Adult Needs and Service Information (PANSI) 2017</li> <li>• NHS Digital ASCOF 2016</li> <li>• Association of Directors for Adult Social Services (ADASS)</li> <li>• Buckinghamshire County Council’s Strategic Plan 2017-2020</li> <li>• Buckinghamshire Strategic Vision for Carers 2016-2019</li> <li>• Buckinghamshire Joint Strategic Needs Assessment 2016 - 2020</li> <li>• Buckinghamshire Council’s Adult Integrated System (AIS) data records</li> </ul> |

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|  | <ul style="list-style-type: none"><li>• Adult Social Care Business Intelligence and Insight Team</li><li>• Adult Social Care Operational Teams</li><li>• Other local authorities</li></ul> |
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| Questions to consider  | The Findings  |
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| <p><b>3. Are other organisations responsible for delivering the strategy?</b><br/>                     If yes, how have you incorporated the council's cohesion and equalities priorities into the procurement process or contractual arrangements? How is compliance monitored? What steps have you taken to reduce the council's legal liability where services are being delivered on our behalf? If not relevant, go on to question 4.</p>   | <p>In line with the strategic aim of providing a greater number of universal, community based short breaks provisions a wider range of externally contracted suppliers will be necessary.</p> <p>Should our strategy be delivered externally of BCC, rigorous and proportionate contract monitoring will be undertaken to ensure compliance to our cohesion and equalities priorities are maintained.</p> <p>Their staff will be required to receive appropriate training to ensure they were fully aware of what is expected and needed to provide the best service possible to the clients.</p> <p>Any subsequent commissioning and procurement decisions resulting from this new strategy will be scrutinised through further EIAs.</p>                                |
| <p><b>Section C. Reviewing the implementation/delivery</b></p>   |   |
| <p><b>4. Does the strategy need to be communicated to the public/our employees or does accessing the service depend on information being communicated to the public?</b> If yes, how will this be achieved? Consider the information we already have about how our residents prefer us to communicate with them and consider the ways that different groups of people generally find out information. How do you or how will you ensure that communication is appropriate to meet the different communication needs of different groups of people? If not relevant, go to question</p> | <p>We will consult on the strategy and engage carers, parents and staff using a number of formats – email, letter, face-to-face and by phone. TalkBack will be involved to ensure communication and support is available to those with a learning disability.</p> <p>The creation and implementation of the strategy relating to short breaks will be discussed and communicated through partnership boards and also engagement groups facilitated by our engagement partners where appropriate.</p> <p>Service users will be contacted with letters and easy read documents at the start of the process. The parent/ carers will be been engaged throughout any consultation process with the clients being engaged in a more subtle way around what they like about</p> |

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|  | <p>their services and is being undertaken by Talkback.</p> <p>We have worked with the Council and Buckinghamshire CCG communications team to ensure that the strategy is written clearly and will be accessible to different stakeholder groups. We will continue to refine the language and presentation based on feedback we receive during the consultation process. Once the strategy has been agreed it will be made available on the BCC website.</p> <p>We also need to ensure that the Council provides clear and easy to understand information on the short breaks offer, how to access short breaks and any eligibility criteria.</p> <p>As well as this information being available for families to access directly, we will need to ensure that Social Workers and other professionals working with disabled adults and their families know where to find this information and are able to use it to inform their discussion with families.</p> |
| <p><b>5. Is delivery of the strategy dependent upon particular buildings, open space or mode of transport being used by the public?</b> If yes, what facilities and transport access arrangements have been put in place to ensure that the needs of different groups of people have been addressed? See the EIA guidance notes for suggested issues that you need to think about. If not relevant, go to question</p> | <p>The strategy sets out our approach to providing short breaks and this will be a broad menu of options which will depend on the assessed needs of the service user. The EIA of the policy and service model will address this issue</p> <p>Our current short breaks services are heavily dependent on residential respite. One of the aims of the strategy it to widen the choice that families have for different types of specialist support including support provided in their own home. This means that over time we want to reduce the dependency we have on buildings based provision. Achieving this will also help us to achieve more with the money we have. However, it will be important that residential short breaks continue to be available for adults who have been assessed as needing this level of specialist support, and where this will achieve the best outcomes for the individual</p>  |



and their family. It is important that we continue to work closely with users and families to ensure that they understand how their needs are being assessed, and that they are supported to access short breaks provision that will help achieve the right outcomes for the user and their family.

Families have also told us that transport is a key issue. Current access to residential short breaks through buildings based provision can mean some families have long journeys to access support. Our targeted short breaks are also not located across all areas of the county which will make access for some families more difficult. The shifts proposed in the short breaks strategy will mean that we seek to widen the choice and flexibility available to families, including supporting children to access local opportunities where possible. This has the potential to improve some of the current challenges in relation to journey times and access but is something we will need to monitor as the new service is developed.

| Questions to consider  | The Findings  |
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| <p>6. <b>Review any processes people need to go through to be able to benefit from the strategy.</b> For example criteria that are applied to determine eligibility for receiving the service and the completion of forms. Do these processes/criteria effectively prevent groups of people of people from using the service or benefiting from the strategy/policy?</p> <p>(Ideally you should be aiming to only keep those processes and criteria that are essential to implementation/delivery, for example, because they are a legal requirement.)</p> | <p>For all service users there would be a review of assessed needs which will include involving IMPCA and independent advocacy as appropriate.</p> <p>Reviews will follow our policies and gather the appropriate information around faith, food requirements, medicine management, staff training etc. so that we are looking after the best interests of the clients and the best practice of the service.</p>  |
| <p>7. <b>What particular skills and knowledge will relevant staff need</b> to ensure that the strategy/policy is properly implemented or that the service is delivered appropriately to meet people’s individual needs?</p>  | <p>Social work staff will need to work within the new asset based approach to identifying and meeting needs for people – this will focus on what someone can do as opposed to what they are unable to do. The short breaks offer which will be developed in line with the strategy will need to be fully understood by operational staff. Advocacy and IMPCA staff also need to have the right skills to communicate our new strategy and work with service users, families and carers.</p> |
| <p><b>Section D. Assessing for differential impact and discrimination</b></p>  |   |
| <p>Consider the answers given in questions 1 through to 7 and assess whether the strategy/policy or service results, or could result, in</p>   | <p>All service users of short breaks are considered to be vulnerable adults some of whom have disabilities and/or complex needs. The proposed strategy will set out our approach and relate to</p>  |

differential impacts on particular groups of people. **Essentially you are looking to identify and deal with any actual or potential unfairness, disadvantage or discrimination.** (See the guidance notes for a more detailed explanation.)

If you consider that there is a differential impact, or the potential for a differential impact, you will need to assess whether this constitutes discrimination (i.e. detrimental to a group or particular groups of people) and whether the impact is justifiable as a proportionate means of achieving a legitimate business aim. You are required to give your reasons for this.

assessed needs and this will not have a differential impact within this cohort eligible service users. The strategy is also designed to set out our approach in meeting the needs of carers.

The strategy proposes a set of key principles that provide us with an opportunity to increase the flexibility and choice families have in relation to short breaks. The intention is to achieve good outcomes for disabled adults and their families and to ensure that access to short breaks is fair and transparent. We also want to manage demand better across our system, as our current provision is not always meeting need in the right way.

To inform the development of our key principles we have used feedback from local and national data, national research and feedback from disabled adults and their families. The 6 week consultation on our strategy will be a further opportunity to check with families and other stakeholders that we have a shared vision and ambition from our short breaks offer.

If you have identified a differential impact that constitutes illegal discrimination, you are required to take action to remedy this immediately.

If you have identified a differential impact that is justifiable or legitimate, you may need to consider what actions are necessary to mitigate its affect on particular groups of people. This arises out of the duty to promote good relations between people of different groups and is in keeping with the Council's approach to "Strong & Cohesive Communities in Bucks".

**Ensure that these actions are listed in the attached equalities improvement plan.**

If you do not have the authority to take the action required, you will need to alert the relevant service manager to your findings.

## **Section E. Ensuring continuous improvement**

| Questions to consider  | The Findings  |
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| <p><b>9. What measures will you be using to monitor the impact of the strategy over the next three years?</b></p> <p>The council is committed to mainstreaming equalities, ensuring that it is integrated into our performance management frameworks and subject to continuous improvement through performance monitoring. We also have legal duties to ensure we are not discriminating against groups of people in the provision of goods, services and facilities or in our role as an employer.</p> <p>You should only expect to carry out an equalities impact assessment every three years (unless you are introducing a significant change in the interim). You will, therefore, need to have information systems in place that will enable you to analyse and interpret information to:</p> <ul style="list-style-type: none"> <li>• Show the numbers of particular groups using the services and what outcomes they experience</li> <li>• Show under-use of a service by an equalities group</li> <li>• Show over-use by an equalities group</li> <li>• Reveal discrimination</li> <li>• Demonstrate that services are not discriminatory</li> <li>• Measure the effectiveness of service changes</li> <li>• Identify the need for new or changed services</li> </ul> <p>Please refer to the council’s equalities monitoring guidance (see intranet) or contact the Research Team to decide what type of monitoring is appropriate and what information you will need to gather.</p> <p>Also consider whether you need have some targeted actions with particular groups of people to address the issues identified above.<br/> <b>Please ensure that these are listed in the attached equalities improvement plan.</b></p> | <p>The impact of the strategy will routinely be considered at periodic intervals. Mechanisms will include feedback from service users and carers/ parents to measure levels of customer satisfaction and to ensure that the strategy is meeting their needs. Following the adoption of the strategy, a policy and service model will be developed and a further EIAs undertaken at this time. This may highlight any unforeseen impact of the Strategy.</p> |

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| <b>Section F. Opportunities for community cohesion or promoting good relations between different groups of people</b>   |  |
| <p>Community cohesion and equalities are priorities for Buckinghamshire County Council.</p> <p>Community cohesion is the outcome of understanding and respect between different communities and a sense of identification with a wider community. In essence it's about promoting a sense of connection, trust and belonging both within geographical communities and across groups of people. It is at risk where illegal discrimination exists, or is perceived to exist, when stereotypes and disinformation go unchallenged and where lack of knowledge about, or experience of, different groups of people leads to fearfulness and segregation.</p> <p>Equalities in Buckinghamshire are at risk when we fail in our duty to provide an appropriate and professional service that takes account of the different needs of groups of people as a consequence of their colour, culture and ethnic origin, gender, disability, age, religion/belief or sexual orientation or as a result of living in a rural community, lower socio economic group or being a new group to this country and/or county (migrant worker, refugee or asylum seeker).</p> |  |
| <b>Questions to consider</b>  | <b>The Findings</b>  |
| <p>10. <b>Consider what opportunities and risks to the Council's community cohesion and equalities priorities could arise</b>, for example:</p> <p>(a) Are there ways in which your service could bring different groups of people together, for example to develop future provision through consultation exercises?</p> <p>(b) Are there ways in which existing groups could interact with the service, for example, as part of ongoing monitoring of service provision?</p> <p>(c) Could the way you provide the service bring different groups of people together to use the service?</p>  | <p>The strategy sets out our approach to meeting the needs of Buckinghamshire residents with very specific needs.</p> <p>The consultation process will provide the opportunity for directly relevant groups (special interest groups, parents, carers and clients) to influence the strategy and influence our future plans</p> <p>The strengthening of community based support could have the benefit of bringing together local communities to better understand and support individuals with care and support needs, however, this is not the primary aim of the project which is to ensure the parity and appropriateness of outcome based short breaks provision across the county.</p> |

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| <p>(d) Does the way in which your service is provided have the potential to lead to resentment between different groups of people? How can you compensate for perceptions of preferential or differential treatment? Consider the role, or potential role, of the media and extremist groups when formulating your communication actions.</p> <p>(e) If the improvement plan identifies addressing a gap in the service for a particular group of people, have you also addressed the potential for perceptions of preferential treatment for the group? How will you ensure that people will understand the need for the actions proposed as a result of this impact assessment?</p> <p><b>Ensure that the actions you identify are put into the attached equalities improvement plan.</b></p> | <p>We will continue to engage with specific advocacy and engagement groups e.g. Talkback to feedback on the impact of the strategy on individuals. We will continue to use forums such as Partnership Boards, which brings users and carers together to give their views on the service and inform future service development.</p> |
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## EQUALITIES IMPROVEMENT PLAN

Please list all the equalities actions and targets that result from the Equalities Impact Assessment (continue on separate sheets as necessary). These also need to be integrated into the relevant service plan for mainstreaming and performance management purposes.

| <b>Equalities Targets/Actions</b>   | <b>Officer responsible</b>               | <b>By when</b>   |
|---|--|--|
| Run 6 week consultation on draft Short Breaks Strategy. To include targeted work with disabled adults and their families. | Commissioning Manager<br>(Adam Willison) | End July 2018  |
| Adapt strategy, develop Short Breaks Policy and proposed service models.  | Commissioning Manager<br>(Adam Willison) | August 2018  |
| Run 3 month public consultation on Short Breaks Policy and proposed service models.                                       | Commissioning Manager<br>(Adam Willison) | November 2018 (assumes CM decision rather than Cabinet Decision earlier than 10/09/18) |

**Once the challenge process has been completed, please return the agreed Equalities Impact Assessment Form (signed by your Head of Service) and equalities improvement plan, to Angie Sarchet, Manager, Community Engagement & Development Team via email to [asarchet@buckscc.gov.uk](mailto:asarchet@buckscc.gov.uk).**