

Title of proposed EIA	Re-commissioning of a Birmingham Community Equipment Loan Service (BCELS)
Reference No	EQUA75
EA is in support of	New Function
Review Frequency	Annually
Date of first review	02/01/2019
Directorate	Adult social care & health
Division	Commissioning
Service Area	Strategy & Integration
Responsible Officer(s)	<input type="checkbox"/> Deborah Towle
Quality Control Officer(s)	<input type="checkbox"/> Julie M. Harrison
Accountable Officer(s)	<input type="checkbox"/> Pip Mayo
Initial equality impact assessment of your proposal	<p>This equality analysis is to support the request to Cabinet for approval to re-commission a Birmingham Community Equipment Loan Service (BCELS).</p> <p>The current BCELS contract is an NHS contract which is contract managed by Birmingham and Solihull Clinical Commissioning Group (BSol CCG). The BCELS is funded through a pooled budget arrangement under a Section 75 (National Health Service Act 2006) agreement and managed via the Better Care Fund. The current contract for the service is due to end on 31st March 2019.</p> <p>A re-commissioned BCELS will be responsible for the procurement, delivery, installation, maintenance, collection, cleaning/decontamination and recycling of equipment which is provided on loan, or for single issue, to citizens based upon their assessed needs.</p> <p>The demand for equipment is likely to increase in line with the review of referral and operational processes in Health being conducted by the Sustainability and Transformation Plan (STP) Ageing Well Programme; NHS and local authority objectives for more care in the community and prompt, safe discharge from hospital; population increases; and developments in equipment and technology.</p> <p>The main beneficiaries of the BCELS will be children and adults who have health and/or social care needs and who have been assessed by clinical staff as requiring equipment on a short term or long term basis to enable them to live as independently as possible in their chosen home; prevent avoidable admissions to hospital; and facilitate discharge from hospital. The Service will also support carers to provide ongoing care in the home environment.</p> <p>Provision of equipment is an essential component of the health and social care system and the BCELS is central to meeting the changing equipment needs of citizens and carers.</p>

The Service is integral to citywide strategies to promote health, independence and maximize self-management, and supports the Council to meet its responsibilities under the Care Act 2014 in responding to identified needs.

The BCELS will be available to citizens:

- Who are residents of Birmingham;
- Who are registered with a Birmingham GP who is a member of Birmingham and Solihull Clinical Commissioning Group (BSol CCG);
- Who are resident in West Birmingham and registered with a Birmingham GP who is a member of the Sandwell and West Birmingham Clinical Commissioning Group (SWB CCG);
- Where exceptional authorisation has been given by Commissioners, for example, in emergency cases where people are subject to Court Orders, Deprivation of Liberty etc.

Citizens who meet the criteria for the Service will be assessed by clinical staff (Occupational Therapists, Physiotherapists and District Nurses) who will prescribe equipment through the BCELS to meet assessed needs. These 'Equipment Prescribers' will be able to record specific requirements of the citizen on the order for the Service Provider to follow. The equipment will then be made available on loan, or for a single issue, and the citizen and carer will be expected to be offered a choice of delivery times, within prescribing timeframes. When the loaned equipment is no longer required, it will be collected, decontaminated and refurbished, where possible, and stored for future use.

Equipment provided by the Service will range from simple aids to daily living, for example, walking frames, to complex equipment, such as, profiling beds and hoists.

It is anticipated that the Service will be able to accept 'top up' payments from citizens and their families where they wish to obtain items with a higher specification and the Equipment Prescriber confirms that the equipment is able to meet the assessed needs.

The BCELS will not include equipment where the needs are met by other services provided by the Council or the NHS, for example: wheelchairs; telecare equipment; and medical equipment with the exception of nebulisers and suction machines. Currently, equipment provided as part of Continuing Healthcare (CHC) is not included in the Service. In addition, the loan service will not issue certain small, low value aids, as identified in consultation with clinical staff that citizens might reasonably be expected to purchase themselves and that are readily available from retail outlets. However, it is anticipated that the BCELS will offer a retail service that citizens self-purchasing these aids may wish to use and it is expected that assistance would be provided with this where required.

The re-commissioning of the Service is intended to

encourage innovation, provide value for money, and ensure continuing improvements in performance and quality.

The key outcomes from the BCELS for citizens will be:

- a) Citizens receive the right equipment to ensure that they can be happy and healthy at home.
- b) Citizens are prevented from unnecessary admissions to hospital and care homes by receiving equipment that enables them to remain independent at home.
- c) Citizens leave hospital/hospice and go home promptly with the right equipment delivered to their home in a timely manner.
- d) Citizens have choice and some control over when the equipment is delivered to their home or required destination.
- e) Citizens and Equipment Prescribers receive an excellent customer service.

32,142 orders for equipment were placed in 2017/18, with the current service provider delivering a total of 105,832 items of equipment.

Although a re-commissioned BCELS will be provided to all citizens who meet the criteria and who are assessed as needing it, the Service is likely to have a more significant impact on certain groups, such as those with disability/ill health and older people.

Age

Birmingham has a relatively young population compared to other cities in England. It has a larger proportion of children and young people, and a smaller proportion of people in the older age groups.

Young people in Birmingham have a relatively unhealthy start in life, with the health of children in Birmingham worse than the health of children in England overall.

Age profile of Birmingham residents

Age	% of Birmingham population
0-4	7.63%
5-7	4.28%
8-9	2.65%
10-14	6.86%
15	1.38%
16-17	2.74%
18-19	3.36%

20-24	8.75%
25-29	7.98%
30-44	20.75%
45-59	16.40%
60-64	4.33%
65-74	6.53%
75-84	4.57%
85-89	1.18%
90 and over	0.6%

In 2017/18 the majority of orders for equipment were placed for citizens aged 65+ (70% of orders). This may be a reflection of more people living longer with more complex needs making it difficult for them to manage activities of daily living without assistance. In addition, older people may be more likely to receive multiple orders of equipment.

Number of orders for equipment by age of recipient, 2017/18

Age	Number of orders placed for equipment
0-17	1,227
18-64	8,439
65+	22,476

Re-commissioning of a BCELS is expected to have a positive impact on citizens of all ages who meet the criteria for the Service by ensuring they receive equipment appropriate to their needs to enable them to live as independently as possible in their homes. The range and complexity of equipment required by citizens may vary with age, for example, children and young people with disabilities may be more likely to require complex therapy equipment compared with equipment required by adults.

It is anticipated that carers will benefit from the re-commissioning of a BCELS as the effective provision and use of equipment can help prevent future ill health related to caring responsibilities. The 2011 Census indicated that 107,380 people in Birmingham provided unpaid care (10% of the usual resident population). In terms of age of unpaid carers:

- 2% were below the age of 16.
- 59% were aged between 35 and 64.
- 19% were aged 65 and over.
- Those aged 65 and over were more likely to be providing 50 or more hours of care per week.

It is not foreseen that a re-commissioned BCELS will have any significant potential or actual adverse impact on those sharing the protected characteristic of age.

Gender

Birmingham has a slightly higher proportion of women (50.81%) than men (49.19%), which reflects the picture for England as a whole.

Although the current BCELS is available to all those assessed as needing it regardless of gender, in 2017/18 the majority of orders were placed for female recipients of the Service (61%). This may reflect females living longer than males, as the majority of orders placed through BCELS were for older adults.

Number of orders for equipment by gender of recipient, 2017/18

Gender	Number of orders placed for equipment
Males	12,584
Females	19,558

It is anticipated that re-commissioning a BCELS will have a positive impact on citizens of all genders who meet the criteria for the Service by ensuring they receive equipment appropriate to their needs to enable them to live as independently as possible in their homes.

It is not foreseen that a re-commissioned BCELS will have any significant potential or actual adverse impact on those sharing the protected characteristic of sex.

Disability

The 2011 Census included two measures of health – general self-rated health and limiting long-term illness. These two measures are a predictor of mortality and use of health services.

In the 2011 Census fewer people in Birmingham reported having good health compared with the population of England as a whole. 79.4% of people in Birmingham stated that they had 'good' or 'very good' health compared with a figure of 81.4% for England. The percentage of people in Birmingham stating they had 'bad' or 'very bad' health was 6.7%, which was higher than the figure for England of 5.5%.

In the Census returns, 9.1% of people in Birmingham identified that they had a long-term health problem or disability that affected their day-to-day activities a lot, compared with a figure of 8.3% for England. This group in Birmingham was made up of 45% males and 55% females.

The proportion of people in Birmingham identifying that their activities were limited a little by a long-term health problem or disability was 9.3%, which was the same as for England as a whole.

Day-to-day activities are increasingly limited by age. Within the age group 0-15 years, 1.97% identified that their activities were limited a lot and this increased to 15.09% for those aged 65 years and over.

Those citizens with a disability/ill health are more likely to access the BCELS as they have conditions that make it more difficult for them to manage activities of daily living without assistance.

Re-commissioning of a BCELS is expected to have a positive impact on citizens with disabilities/ill health who meet the criteria for the Service by ensuring they receive equipment appropriate to their needs to enable them to live as independently as possible in their homes.

The Carers UK report, 'State of Caring 2017', found that caring can have a significant impact on health and in the 2017 GP Patient Survey 3 in 5 carers reported having a long term health condition, compared with half of non-carers. It is anticipated that unpaid and paid carers providing support in the home environment will benefit from the re-commissioning of a BCELS as the effective provision and use of equipment can help prevent future ill health related to caring responsibilities.

It is not foreseen that a re-commissioned BCELS will have any significant potential or actual adverse impact on those sharing the protected characteristic of disability.

Race

58% of Birmingham's population is White British and 42% are from a Black and Minority Ethnic background (BAME).

BAME groups are unevenly distributed within Birmingham. The majority of people from BAME groups (51%) live in the heart of the city, with only 18% living in south Birmingham.

Percentage of the population in Birmingham by race (from 2011 Census)

Race	% of Birmingham population
White British	53.14%
White Irish	2.05%
Gypsy/Irish Traveller	0.04%
White Other	2.70%
White & Black Caribbean	2.30%
White & Black African	0.30%
White & Asian	1.04%
Other Mixed	0.79%
Asian Indian	6.02%

Asian Pakistani	13.48%
Asian Bangladeshi	3.03%
Asian Chinese	1.18%
Asian Other	2.90%
Black African	2.79%
Black Caribbean	4.44%
Black Other	1.75%
Arab	1.02%
Other	1.02%

In the 2011 Census 84.7% of the Birmingham population identified English as their main language. Where English was not their main language residents were asked to identify their proficiency in English. Just over 30% stated that they could either not speak English well or at all, which represented 47,005 people.

The top 10 languages at the time of the 2011 Census (other than English) were:

Language	Number	%
Urdu	29,960	2.45%
Punjabi	22,014	1.80%
Bengali	14,933	1.22%
Pakistani Pahari	10,864	0.89%
Polish	9,390	0.77%
Somali	8,158	0.67%
Arabic	7,153	0.58%
Pashto	6,189	0.51%
All other Chinese	5,983	0.49%
Gujarati	5,489	0.45%

Re-commissioning of a BCELS is expected to have a positive impact on citizens of all races who meet the criteria for the Service by ensuring they receive equipment appropriate to their needs to enable them to live as independently as possible in their homes. The Service Provider will be required to employ communication methods appropriate to the needs of individuals, including those for whom English is not the first language.

The Carers UK report (2011), 'Half a million voices: Improving support for BAME carers', using population statistics drawn mainly from the 2001 Census, found that 10% of carers were from a BAME background, with Indian carers being the largest BAME group. BAME carers were found to be

significantly more likely to provide 20-49 hours a week of care. It is anticipated that unpaid and paid carers will benefit from the re-commissioning of a BCELS as the effective provision and use of equipment can help prevent future ill health related to caring responsibilities.

Although information regarding race is not routinely collected from citizens currently using the BCELS, it is not foreseen that the proposed Service will have any significant potential or actual adverse impact on those sharing the protected characteristic of race.

Citizens from Roma and travelling communities could potentially be disadvantaged by the criteria for the Service if they are not registered with a Birmingham GP who is a member of either the Birmingham and Solihull Clinical Commissioning Group or Sandwell and West Birmingham Clinical Commissioning Group, or if they do not qualify as being ordinarily resident in Birmingham. However, it will be possible for authorisation to be given for the provision of equipment in emergency cases.

Overview of the impact of a BCELS

It is anticipated that a re-commissioned BCELS will have a positive impact on citizens who meet the criteria for the Service by ensuring they receive appropriate equipment that facilitates independent living and meets specific clinical needs.

The Service is intended to meet the changing equipment needs of citizens, including those children and young people who may reside outside of Birmingham but for whom the Council holds responsibility as a corporate parent.

The Service will be expected to provide a choice of times to the citizen and carer, within prescribing timeframes, for delivery, collection etc. of equipment.

All organisations that provide NHS care and/or publicly-funded adult social care are legally required to follow the Accessible Information Standard. The Standard sets out a specific, consistent approach to identifying, recording, flagging, sharing and meeting the information and communication support needs of citizens, carers and parents with a disability, impairment or sensory loss. The Service Provider will be required to comply with the Standard and identify the preferred communication methods of individuals and employ methods that are appropriate for use with vulnerable groups, including people with physical and/or sensory impairments, older people, and where English is not the first language.

It is anticipated that unpaid and paid carers who provide ongoing care in the home environment will also benefit from the effective provision and use of equipment as this can help prevent future ill health related to caring responsibilities.

In addition, a BCELS will support Equipment Prescribers who prescribe equipment for citizens.

The re-commissioning of a BCELS is not expected to have any significant potential or actual adverse impacts on individuals who share any of the protected characteristics of: age; disability; sex; gender re-assignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; or sexual orientation. The Service must ensure equal access to all. Citizens could potentially be disadvantaged by the criteria for the Service if they are not registered with a Birmingham GP who is a member of either the Birmingham and Solihull Clinical Commissioning Group or Sandwell and West Birmingham Clinical Commissioning Group, or if they do not qualify as being ordinarily resident in Birmingham, for example, people from Roma and travelling communities, those who have no fixed address such as homeless people. However, it will be possible for authorisation to be given for the provision of equipment in emergency cases and the Equipment Prescriber would be expected to nominate a delivery address.

It is not foreseen that there will be a significant difference in the take up of the Service with regard to the protected characteristics as it is not anticipated that there will be any changes to the assessment process or the criteria for the Service.

As the proposal is to re-commission a currently provided service, TUPE may apply. The equality analysis will be updated if required as the procurement exercise progresses and reviewed at the contract award stage. If the proposal is found to have an impact on employees, appropriate human resources processes will be followed that are compliant with human resources legislation.

The initial equality assessment has not identified any significant potential or actual adverse impacts of the proposal to re-commission a BCELS and a full assessment is not required at this stage.

Protected characteristic: Age	Not Applicable
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Age details:

Protected characteristic: Disability	Not Applicable
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Disability details:

Protected characteristic: Gender	Not Applicable
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Gender details:

Protected characteristics: Gender Reassignment	Not Applicable
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Gender reassignment details:

Protected characteristics: Marriage and Civil Partnership	Not Applicable
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Marriage and civil partnership details:

Protected characteristics: Pregnancy and Maternity	Not Applicable
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Pregnancy and maternity details:

Protected characteristics: Race	Not Applicable
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Race details:

Protected characteristics: Religion or Beliefs	Not Applicable
Religion or beliefs details:	
Protected characteristics: Sexual Orientation	Not Applicable
Sexual orientation details:	
Consulted People or Groups	<p>Engagement has taken place with Equipment Prescribers (Occupational Therapists, Physiotherapists, District Nurses) who conduct assessments and prescribe equipment for citizens based upon assessed needs. 3,000 Equipment Prescribers were surveyed between 30th April – 28th May 2018 as to their views of the requirements of a community equipment service. 104 Equipment Prescribers responded to the survey to inform the specification requirements of a future service. The findings of the survey were reported back via the adults' and children's prescriber advisory groups (PEAG and CEAG) and accepted by prescribers.</p> <p>Engagement has also taken place with citizens. Between 24th May – 12th July 2018, 62 adult citizens, including older adults, carers and parents of children with disabilities, were interviewed in venues across the city as to their views of the requirements of a community equipment service. The engagement took place at an Ageing Well event, an extra care village, a residential care centre, a rehabilitation clinic for children and adults, and the Victoria College for young people with profound and multiple disabilities and complex healthcare needs. The results were used to inform the specification requirements of a future service.</p>
Informed People or Groups	<p>Cabinet Member for Health and Social Care Cabinet Member for Finance and Resources Cabinet Member for Children's Wellbeing Corporate Director for Adult Social Care and Health Corporate Director for Children and Young People Corporate Procurement Legal and Governance Services City Finance Representatives of Birmingham and Solihull Clinical Commissioning Group Representatives of Sandwell and West Birmingham Clinical Commissioning Group Better Care Fund Board Birmingham Health and Wellbeing Board</p>
Summary and evidence of findings from your EIA	<p>The proposal to re-commission a BCELS is expected to have a positive impact on citizens who meet the criteria for the Service by ensuring they receive equipment appropriate to their assessed needs that facilitate independent living and meet specific clinical needs. The Service will be expected to offer the citizen and carer a choice of times, within prescribing timeframes, for the delivery, collection etc. of equipment. In addition, the Service Provider will be required to identify the preferred communication methods of</p>

individuals and employ methods that are appropriate for use with vulnerable groups, including people with physical and/or sensory impairments, older people, and where English is not the first language.

It is anticipated that unpaid and paid carers who provide ongoing care in the home environment will benefit from the effective provision and use of equipment which can help prevent future ill health related to caring responsibilities.

The initial equality analysis has not identified any significant potential or actual negative impacts of the proposal to re-commission a BCELS on individuals who share any of the protected characteristics of: age; disability; sex; gender re-assignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; or sexual orientation.

For those who do not meet the criteria for the Service it will be possible for authorisation to be given for the provision of equipment in emergency cases and it is expected that Equipment Prescribers would nominate a delivery address.

It is not foreseen that there will be a significant difference in the take up of the Service with regard to the protected characteristics as it is not anticipated that there will be any changes to the assessment process or the criteria for the Service.

As the proposal is to re-commission a currently provided service, TUPE may apply. The equality analysis will be considered and updated if required as the procurement exercise progresses and reviewed at the contract award stage. If the proposal is found to have an impact on employees, appropriate human resources processes will be followed that are compliant with human resources legislation.

A full assessment is not required at this stage.

Submit to the Quality Control Officer for reviewing?

No

Quality Control Officer comments

Decision by Quality Control Officer

Proceed for final approval

Submit draft to Accountable Officer?

No Decision

by Accountable Officer

Approve

Date approved / rejected by the Accountable Officer

24/09/2018

Reasons for approval or rejection

Please print and save a PDF copy for your records

Yes

Content Type: Item

Version: 99.0

Created at 06/08/2018 12:57 PM by ☐ Deborah Towle

Last modified at 24/09/2018 10:14 AM by Workflow on behalf of ☐ Pip Mayo

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