

# Equality Analysis

## Birmingham City Council Analysis Report

<b>EA Name</b>	Early Help & Prevention Project: Day Opportunities
<b>Directorate</b>	People
<b>Service Area</b>	Adults - Joint Commissioning
<b>Type</b>	New/Proposed Policy
<b>EA Summary</b>	<p>The Council currently arranges a range of day opportunities for younger and older adults including those with mental health needs, physical disability and sensory impairment and learning disabilities. These services are provided by both the internal and external social care market. External services are either procured individually for service users by Social Workers or commissioned through the Directorates grant funded community services.</p> <p>Much of the current service provision is dated and mainly building based with no clear outcomes that require providers to help citizens maintain or regain their independence or gain access to employment. For most clients these will become a lifelong service.</p> <p>The proposed future model will be underpinned by improved quality, better utilisation of community assets and the development of day opportunities providers of care and the third sector. This will be undertaken whilst ensuring the appropriate level of care or support is available that is centred on the citizen's needs.</p> <p>There is a timeline which cumulates in the seeking of approval to implement the new strategy at the November 2018 cabinet with the introduction of the new model in January 2019.</p>
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### Introduction

The report records the information that has been submitted for this equality analysis in the following format.

#### **Initial Assessment**

This section identifies the purpose of the Policy and which types of individual it affects. It also identifies which equality strands are affected by either a positive or negative differential impact.

#### **Relevant Protected Characteristics**

For each of the identified relevant protected characteristics there are three sections which will have been completed.

- Impact
- Consultation
- Additional Work

If the assessment has raised any issues to be addressed there will also be an action planning section.

The following pages record the answers to the assessment questions with optional comments included by the assessor to clarify or explain any of the answers given or relevant issues.

## **1 Activity Type**

The activity has been identified as a New/Proposed Policy.

## **2 Initial Assessment**

### **2.1 Purpose and Link to Strategic Themes**

#### **What is the purpose of this Policy and expected outcomes?**

Consistent with the Birmingham Adult Social Care Vision and Strategy (June 2017), the following principles will guide the development of day opportunities:

- . Information, advice and guidance
- . Personalised support
- . Community assets
- . Prevention and early intervention
- . Partnership working
- . Making safeguarding personal
- . Best use of available resources

Engagement has taken place on the draft vision and strategy with: the Chair of the Health and Social Care Overview and Scrutiny Committee; Executive Management Team (EMT); Corporate Leadership Team (CLT); Economy Directorate Management Team; Corporate Director of Place and the Adult Social Care & Health Directorate Leadership Team.

Engagement sessions have been held with the Adult Social Care & Health Directorate staff group. Response to the Vision and Strategy Development Plan by internal stakeholders has been positive.

Co-production has started but it is essential that the Strategy and Service Model result from the Co-production.

Engagement has started with: service users; carers; the Citizens Panel; single and multi-faith groups; community groups; Third sector and Supporting People providers; Birmingham Voluntary Service Council (BVSC); Care Providers and with Clinical Commissioning Groups and Trusts in the Health Sector.

The response to the plans to co-produce the work by external stakeholders has been positive and further work needs to take place to develop the strategy.

The Day Opportunities Vision and Strategy Development Plan is consistent with the Council's 'Vision and Priority 2017-2020' and supports the priority of Health - A great city to grow old in. It also delivers the priorities set in the new strategy for Health and Social Care.

This priority includes: promoting independence of all our citizens; joining up health and social care services so that citizens have the best possible experience of care tailored to their needs; and preventing, reducing and delaying dependency and maximising the resilience and independence of citizens, their families and the community.

Approval of the Day Opportunities Vision and Strategy Development Plan does not commit the local authority to specific expenditure. The importance of using resources effectively is highlighted and changes arising from the co-production work will be aligned with the development of the Council's long term Financial Plan. This will set the direction for future consideration of savings proposals for Adult Social Care & Health Internal and External Day Service Provision.

The Day Opportunities Vision and Strategy Development Plan complies with the requirements of the Care Act 2014 which defines the primary responsibility of local authorities in the promotion of individual wellbeing.

It is consistent with responsibilities of a local authority under Part 1 of the Care Act 2014 to:

- . Promote the individual's physical, mental and emotional wellbeing (Section 1);
- . Provide or organise services that prevent or delay the need for care and support (Section 2);
- . Promote integration of care and support provision with health and health-related provision (Section 3) and co-operate with key partners to promote the wellbeing of adults and improve the quality of care and support (Section 6);
- . Establish and maintain a service for providing information and advice relating to care and support for adults and carers (Section 4);
- . Promote diversity and quality in the provision of services for meeting care and support needs (Section 5);
- . Assess an adult's needs for care and support (Section 9) and assess a carer's needs for support (Section 10);
- . Adopt a person-centred approach to planning and supporting care (Sections 24-25);
- . Make available Direct Payments (Sections 31-33);
- . Safeguard adults at risk of abuse or neglect (Sections 42-47).

The Day Opportunities Vision and Strategy Development Plan provides a framework for Birmingham to respond to requirements of various legislation, policy and guidance documents where services need to be modernised to provide an enabling and individualised response. This includes:

- . Transforming Care for people with Learning Disabilities 2015
- . Care Act 2014
- . Mental Capacity Act 2005
- . Making it Real 2012
- . Think Local, Act Personal 2010

A stage 1 Equality Assessment (EA) was carried out in November 2016 and reviewed in November 2017; this will be updated as we continue to co-produce a new model for day opportunities that is fit for the future.

The Day Opportunities Vision and Strategy Development Plan is relevant to all protected characteristics. By enabling the outcomes to be delivered the Day Opportunities Strategy when implemented will have a positive impact on citizens, service users and carers and we will continue to meet our responsibilities under the Care Act 2014.

There may potentially be an adverse impact on employees of Adult Social Care Services, arising from re-organisation of Internal Day services with changes to work location or a reduction in Council run services. Mitigation of the impacts of specific proposals arising from this work will be in line with the Council's agreed policies and procedures.

There are a number of challenges facing the Council in supporting adults and older people including: more people living longer with more complex needs; significant numbers of young adults who have disabilities or who suffer from mental illness; people having higher expectations of the public sector; and significantly reduced level of resources. Consequently, changes are needed to the type of services that are arranged and provided, and to the way services are organised and delivered.

The desired outcomes for adults and older people in Birmingham are that they should be resilient, live independently whenever possible, and exercise choice and control so they can live good

quality lives and enjoy good health and wellbeing. The Day Opportunities Vision and Strategy will seek to address potential barriers and obstacles to delivering these outcomes. It will provide a framework for the actions required to modernise Adult Social Care Day Services in Birmingham. It will also seek to better utilise community assets at a local level to enable sustainable packages of care to be provided within service users' own communities.

A key driver of the localised strategic approach to the provision of support for adults with a learning disability is the national context which has a focus on transforming care and support based on personalised support, early intervention and enabling people to access a range of services and support at the point in which they need to do so. The key principles of this national context are reflected in the Care Act 2014 and Transforming Care (National document led by NHS England). In addition to the driver for transformational change, there is the financial context of reducing resources and increasing demand, which is both a national and local challenge.

The Care Act 2014 requires people to be assessed as individuals and for their needs to be determined in terms of their personal 'wellbeing'. The Act focuses on looking at people's strengths, what they can do and what outcomes they want to achieve, which is often described as a strength-based approach. It anticipates that most individuals can lead full lives focusing on prevention and timely advice and information. This will require a significant practice and cultural shift locally to which the Council has to respond.

Historically adult social care in Birmingham has been based upon a traditional "assess for service" model which has resulted in a higher proportion of adults in receipt of services when compared to regional neighbours. Care and support has been provided by services rather than prevention and promotion of an individual's strengths. Services also tend to be traditional due to lack of real alternatives available across the City.

Many Local Authorities have moved away from providing any in-house, building-based offers and now offer a tailored, individualised and personalised service. Others have targeted a reduced resource to people with significant complex needs including behaviour that challenges.

A personalised approach will look at the individual's outcomes as described in the Care Act 2014 and therefore individuals will use their personal budget with support to identify the best way to meet their own needs. This may be by accessing universal services at no or low cost, purchasing community services or commissioning a provider to provide domiciliary care or other types of support. This means that a range of different options will be developed and offered and this will incrementally increase through the transformation of adult care.

Access to Day Services and expectations of what "Having a Good Day" looks like varies across the age ranges. Younger aged Adults have greater access to Employment and Education and on transition from Children's Services are faced with alternative provision to meet expectations not being available.

The Internal Day Services for Younger Adults are accessed in the main by 51-64 aged Adults (regardless of primary support reason/disability type) and access to Services is often driven by the need for carer respite. The numbers of people accessing a traditional service within this group are higher than other age groups.

There is a further group of Adults with a learning disability service who access a number of types of traditional services - residential care, transport and day care. These Service users are reflected in the proportion of 2016/17 budget spend with 40% of all Adult Social Care budget being spent on learning disability services/service users.

Consideration is therefore required on how to transform our services to meet the aspirations of individuals and their families, but also acknowledge the need for time to build confidence, trust

and the wider market of services within local communities for wide ranging need and expectation.

Consistent with the Birmingham Adult Social Care Vision and Strategy (June 2017), the following principles will guide the development of day opportunities:

In order to deliver this element of the strategy, it will be essential that information is freely available through a range of channels which includes quality web based services that provides people and their carers information on the range of options in the community where Day Opportunities can be accessed, the specific services that develop skills to enable personal development and the range of support options that can be supported through direct payment. Whilst the range of services that people can access directly will be increased and, Social Care staff will be expert in providing information and advice on day opportunities where a person or their carer requires additional support.

In order to deliver this element of the strategy, there will be a reorganisation of the current day service provision provided by the Council and the range of services provided on contract to the Council based on the co-production work to set out "Having a Good Day in Birmingham". Where a person is accessing community support, the Council will seek to enable them to purchase this through a direct payment as opposed to social workers brokering individual service contracts with providers.

The Council will consult with Services Users on the model of Day Care it provides directly. This may mean a change in the way people are supported in the day and a move from building based group models of care, to individual support to access day opportunities in the person's own community and locality.

The day opportunities strategy will address some of the barriers people face to be included as full members of the community; change can only take place if all agencies work in partnership to break down any barriers. By engaging with new and existing voluntary, health, care and support, activity and housing providers the aim will be to deliver high quality services for people that will support people, including self-funders, encouraging arrangements which allow more individuals to receive a personal budget as a direct payment or individual service fund will also give people greater choice and control.

The Council recognises that services need to take a life course approach and recognise that the needs and aspirations change at different points in a person's life, and that there are certain times when greater or different types of support is needed. However, an important principle in taking a personalised approach is that no assumptions are made about the opportunities that are relevant to people because of age. Within day opportunities, there will be particular focus on areas where there is common need. For example, for younger Adults there will be a focus on education and employment, for older Adults a reduction in social isolation and loneliness, and for those recovering from mental health or physical ill health, a focus on recovery and reablement.

This will require a change of culture from one that promotes dependency to one founded on enablement. The focus will be helping and encouraging people to live healthier lifestyles, therefore reducing or delaying the need for formal social care. At the heart of this approach will be greater community asset development and flexible models of support to meet individual need.

There needs to be a shift in the investment in local services and resources need to be made available for local groups to provide the wide range of support that enables people to remain in the community. This will include support for volunteers to run activities and for micro-enterprises to run services such as personal assistants and day opportunities. There will need to be workers to undertake this work and they too will be based in the community. Essentially, they will be link workers or network workers and their role will be to make the links between formal services and the community assets.

Investment and development of the Personal Assistant market will be required to ensure that people are able to access personal care and support to be active participants in the range of activities that the community provides. Consideration of the views of people will inform this work and testing will take place to ensure that there are a range of options for people who want to employ their own Personal Assistant or those who want to access this support from organisations who can manage employment for them. As part of the work to improve Advice and Information, the value of a digital platform for Personal Assistants will be explored to ease the process of securing appropriate and safe support.

A thorough ongoing approach to prevention needs to be developed and implemented within day opportunities. This will involve the link to community assets to ensure that people with lower level needs aren't left until they develop acute needs, but it will also involve a greater focus on employment and daily living skills that enable people to stay well, healthy and independent wherever possible.

People's needs are often complex and require support and interventions from a range of organisations, as well as different services within the Council. Services need to be integrated and built on partnership working utilising existing community assets of all partners. This will require a drive to ensure all facilities and services in the City are accessible to people with support needs and/or disabilities, including provision for delivery of personal care, safe spaces for vulnerable adults, and for organisations to consider how activities are adapted to include people.

A consistent message from people is that the activities they want to access should be meaningful in that they have value to the community, a value to the person, and improves their quality of life and daily living. In order to deliver this a greater range of employment opportunities will be developed and employment support will be reviewed to increase the access to those who receive adult social care. Through Community Assets, micro-enterprises led by community organisations will be supported and encouraged.

The Council and its partners need to need to be open to changes in processes to ensure they are also able to support employment for vulnerable adults and disabled people and to develop mentally healthy workplaces. Care and health partners need to embrace employment as a key option for people and consider through their service how they are supporting people to become ready for employment where this is their desired goal.

Our aspiration is to have an efficient and effective day activity market that meets the care and support needs of anyone wishing to access services while stimulating a vibrant and innovative variety of care and support options. This will enable us to meet the personalisation agenda so that people can plan and take control, bringing services which meet the outcomes important to them.

Information, advice and support planning (when accessed) will consider the strengths of individuals and focus on how they can access day opportunities, but will also ensure that systems and processes are in place that respond to any concerns of safeguarding.

Underpinning all of this is the imperative to use resources effectively. Every pound that Birmingham spends on care must represent a pound well spent. The pressures on the City Council's resources are enormous and it is essential that resources are maximised.

Investment in day opportunities will shift to increase investment in community assets, employment and personal assistant support. Going forward, the council will not put into place lifelong services in day care and will instead focus on how to enable individuals to access their community, employment and the raft of cultural and education opportunities that Birmingham offers. It will also be considered what is the Council's statutory responsibility in providing care and this will include a review of Policy such as charging, transport and meals will take place to ensure any proposed

change has the required Consultation and is fair.

There are a variety of current arrangements for purchasing day care for individuals through social work assessment. The Council will also ensure there is a consistent approach to the cost of day opportunities that are developed for people to choose from. As a part of this, the Council will ensure that appropriate methodology for procuring services is in place, but will seek to move to a position where direct payments are strongly promoted and that effective mechanisms are in place to enable a person to pay for any service they wish to access.

The Council recognises that some people want to access building based services, but where these exist, there will be greater flexibility within those service models to increase choice of activity and access. Mechanisms and models of payment that reimburse for actual attendance at the service will be developed to facilitate these, as well as clear policy for client contribution and charging.

Evaluation of alternative option(s):

Do nothing - This would not deliver the actions required to modernise Adult Social Care Services. Alternative options for the delivery elements of the strategy will be considered and evaluated through the development of specific programmes and projects.

Reasons for Decision(s):

The Day Opportunity Strategy when co-produced will provide a framework for the actions required to modernise Adult Social Care Day Services in Birmingham in order to improve the health and wellbeing of adults and older people.

The future model enables us to procure outcome focused care services that empowers providers to offer a wider range of care and support that is centred around addressing individual service user care needs. A framework of quality standards will be developed with providers to enable individuals and the Council to understand quality of the market as well as enabling the Council to monitor performance and put in place minimum quality standards.

The proposed commissioning approaches to Adult Social Care, focusing on prevention first and community assets to support the delivery of this. In particular, the strategy will be looking at the opportunity for internal and external Day Care Centre Services being provided in locality community assets, such as based in council leisure centres, parks, libraries and community centre sites.

There are currently approximately 1412 internal and external day centre clients; Internal Day Care data has been provided by Adult Social Care, for Adult clients who use a BCC managed day centre. Currently, there are approximately 722 internal day centre clients, across 11 BCC day centre sites. The proportions of clients by type of provision are: Learning Disabilities = 78%, Physical Disabilities = 19% and Older Adults = 3%. External day centre data has been obtained from Carefirst 6 and by liaison with external service providers. There are approximately 690 external day services clients accessing 57 day centres, The proportions of clients by type of provision are: Learning Disabilities = 278 clients (40.3%), Physical Disability & Sensory Impairment = 147 clients (21.3), Mental Health = 32 clients (4.6%) and Older Adults = 233 clients (33.8%).

Community assets location data has been provided by the responsible council services, which currently show 20 leisure sites (indoor centres, hubs, pools, and fitness centres), 60 Active Parks sites, 38 libraries and 10 directly managed community centres.

The largest age groups for day centre clients are 30-49 & 50-64 years. Together they account for

78% of all day centre clients. Younger clients (18-29) and older clients (65+) each represent 11% of total clients. There are more male clients, at 55%. 63% are of White ethnic background, nearly a quarter is of Asian ethnicity and 12% are of Black ethnic background.

Over a third (34%) of clients are from settled extended families (the majority from a South Asian background) and older people living in multi-cultural suburbs and have been settled in these neighbourhoods for many years, enjoying the sense of community they feel there. Therefore the strategy focuses upon locality based day opportunities that are accessible to citizens within their own neighbourhoods.

15% of clients are within families with children who have limited budgets and can struggle to make ends meet. Their homes are low cost and are often found in areas with fewer employment options. The strategy focus on development of employment options would improve these clients ability to become part of the workforce.

Clients using internal services are spread across all wards of the city, with higher numbers of clients in the east / south-east in particular. The top 5 wards for highest number of clients are Aston, Lozells & East Handsworth, Bordesley Green, Stockland Green and Springfield, accounting for 20% in total. 66% of the clients live in the highest level of deprivation quintile. Over four-fifths live in the top two most deprived quintile bands. This is a good fit with the strategy aim to help the wider council's aims to improve Wellbeing focused on the most deprived.

The internal service feels there is an opportunity through the management of internal services in co-production with service users and their carers to explore the possibility to consolidate, improve and co-produce its internal younger adult's day centres.

The function should not have any adverse impact on service users and they will be offered a choice of remaining within the internal services that is more refined and suited to their wish to have 'a good day', or supported to take up an alternative place at a third sector or independent day opportunity.

**For each strategy, please decide whether it is going to be significantly aided by the Function.**

Children: A Safe And Secure City In Which To Learn And Grow	No
Health: Helping People Become More Physically Active And Well	Yes
Housing : To Meet The Needs Of All Current And Future Citizens	No
Jobs And Skills: For An Enterprising, Innovative And Green City	Yes

## **2.2 Individuals affected by the policy**

Will the policy have an impact on service users/stakeholders?	Yes
Will the policy have an impact on employees?	Yes
Will the policy have an impact on wider community?	Yes

## **2.3 Relevance Test**

Protected Characteristics	Relevant	Full Assessment Required
Age	Relevant	No
Disability	Relevant	No
Gender	Relevant	No
Gender Reassignment	Relevant	No



Marriage Civil Partnership	Relevant	No
Pregnancy And Maternity	Relevant	No
Race	Relevant	No
Religion or Belief	Relevant	No
Sexual Orientation	Relevant	No

## **2.4 Analysis on Initial Assessment**

The strategy is likely to have a positive impact upon customer groups in terms of the proposed delivery models, which will promote and maximize the independence of adults to remain within their communities and to access community based resources over regulated services. Greater choice and control for Citizens will be encouraged through the encouragement to take up direct payments. The services will also remain available for self-funders.

A co-design plan is proposed for this piece of work which will include the Citizens accessing the services and their relevant support networks (relatives/carer/professional).

Supporting data relating to Citizen Profiles, usage of services and preferences will be collated as part of the project implementation.

At this stage, any negative impacts are unknown, however it is anticipated that for some Citizens that have accessed the same services for a period of time, any proposed change is likely to be unsettling. Therefore a risk and equality impacts log will be maintained alongside the development of this project.

We are confident that all internal service users can be accommodated. Clients and their families will be offered a social work review to support them to identify alternative day opportunities provision if they chose. The change is not anticipated to have any adverse impact on any of the service users and choice and control over their day care will be of the utmost importance.

Birmingham city council has comprehensive policies and procedures for supporting staff during the changes and these will be adhered to. This change is not anticipated to adversely impact on any protected characteristics.

A decision to complete a full EA and timing of the initiation of a full EA will form part of the Project Governance.

### **3 Full Assessment**

The assessment questions below are completed for all characteristics identified for full assessment in the initial assessment phase.

#### **3.1 Concluding Statement on Full Assessment**

### **4 Review Date**

31/01/19

### **5 Action Plan**

There are no relevant issues, so no action plans are currently required.