

## Equality Impact Assessment

### Changes to Services – Community Impact

To identify whether a service change will impact on all sections of the local community equally and agree what action can be taken to better understand the impact and to reduce any inequalities.

### About the Service

<b>Name of Service</b>	Barnsley Shared Lives
<b>Name of Officer responsible for EIA</b>	Sharon E Clarke
<b>What outcomes does this service deliver for customers or the public?</b>	Barnsley Shared Lives is a BMBC service which provides a family based model of support for vulnerable adults and young people. The support includes long term placements, respite breaks, day support and sessional support. All provision is carried out by the Shared Lives carers within their home encompassing individuals within their family unit. The vulnerable adults that access the service have a full and active involvement in the community of which they live.

### About the Service Change

<b>Why is the service changing?</b>	<p>The service is changing to enable service users to have the right to claim benefits they are entitled to and to comply with the guidance from Shared Lives Plus.</p> <p>Shared Lives Plus guidance also states that the monetary payment will come from a number of sources which include housing benefit for the rent of the room, a contribution from the service user towards their board and a contribution from the local authority for the support provided from the Shared Lives Carer.</p>
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<b>How is the service changing / likely to change?</b>	<p>The service is proposing to</p> <ol style="list-style-type: none"> <li>1) Implement a Board charge to long term service users.</li> <li>2) Support long term service users to claim Housing Benefit.</li> <li>3) Change Shared Lives carers payments to be made up of 3 elements: care, housing benefit and board.</li> </ol> <p>The change will only affect current and future long term placements due to the individual living in the Shared Lives Carers home full time and having an impact on the Shared Lives Carers household expenditure, the board payment is to provide a contribution to grocery shopping and living expenses..</p>
<b>What will this change mean for the service's outcomes for customers / the public?</b>	<p>The change will have a financial impact for service users who are provided with a long term placement due to currently only contributing to their care via the Fairer Charging assessment.</p> <p>The Fairer Charging assessment is completed by the Fairer Charging team within the authority for all adults who receive care services. The assessment is completed to establish an individual's financial circumstance. It identifies their incomings and outgoings to determine an individual's expendable income from which an affordable fee is set for the individual to contribute to the care services they receive.</p> <p>The change will also have an impact to Shared Lives carers who provide long term placements. Shared Lives carers receive an allowance for supporting vulnerable adults and young people, this allowance will remain the same, however Housing Benefit being linked to Consumer Price Index (CPI) which can be uplifted, reduced or stay the same in accordance with benefits and taxation. The Shared Lives carers would be responsible for collecting the board payment, and housing benefit if this is the agreed option from the service user on a weekly basis. This would be monitored by Shared Lives officers every 8 weeks.</p>
<b>When will this be taking place (start and finish)?</b>	<p>Proposing to be implemented on 01/04/2017.</p>

## What We Already Know About the Equality Impact of the Service

<b>Service feedback:</b>	<p>The service is known for its equality, flexibility and being person centred. This information is gathered through Quality Assurances, Carer and Service User feedback and compliments.</p> <p>The planned consultation will need to take account of the views and opinions of those likely to be affected by the order (looking at both positive and negative impacts). This includes, the users of the Shared Lives service, the Shared Lives carers, potential Service Users (planning for future placements) and other stakeholders.</p> <p>The consultation process for Service Users is now completed, all 46 Service Users, families/appointees were offered a one to one consultation in a place of their choice with a representative from the Shared Lives team and or Inclusions North.</p> <p>The consultation process included a presentation, this was developed by Inclusions North in an accessible format for the client group, with a feed back questionnaire for the Service User and families to complete to identify how this change may affect the Service User.</p> <p>44 Service Users, families/appointees received a consultation 1 Service User and their appointee declined and 1 Service User is under the age of 18yrs and is fully funded by Children's Services.</p> <p>Inclusions North have compiled a report based on the feed back and outcomes of the consultations. The report identifies that most Service Users did not understand the changes, those who did not understand had appointees to support with their finances and they advocated on behalf of the Service User.</p> <p>An analysis of the Service User consultation can be found at Appendix C.</p> <p>The consultation process for Shared Lives Carers is now complete, at the time of consultation there were 58 approves carers attached to the scheme. All 58 were offered to attend a number of consultation sessions which was carried out by Head of Service and Service Manager. Although there are 58 approved carers the change would have an</p>
<p>What do you already know about the equality impact of the service? This could be from consultation, complaints / compliments, stakeholder feedback, staff anecdotal evidence etc.</p>	

	<p>immediate impact to 39 carers due to 19 carers not providing long term care for Service users.</p> <p>An analysis of the Shared Lives carer consultation can be found at Appendix B.</p> <p>The main concern from carers related to ensuring the minimum disruption to the arrangements of how the allowances are paid and the impact the board payment may have on Service Users social inclusion which could have an impact to their health and well being.</p>
<p><b>Data:</b></p> <p>What evidence is available about equality impact of the service area and what does it tell you? This could be service performance monitoring data, it could demographic data (as shown in <u>ward profiles</u>), etc.</p>	<p>The change would have a direct impact on:</p> <p>1) 46 service users who are provided with a long term placement (24 male and 22 female) all 46 service users are white British, 42 have a learning disability, 2 are of ill mental health and 1 has a physical disability.</p> <p>2) 15 male/24 female Shared Lives carers (38 carers are white British/ 1 carer is Moroccan)</p> <p>This change would also effect any future long term placements.</p>
<p><b>Previous EIA's:</b></p> <p>Has there already been an EIA on all or part of this service before, or a related service? If so, what were the main issues and actions it identified?</p>	<p>None</p>

## Assessment of Equality Impact

Protection from unlawful discrimination is provided by the Equality Act in relation to the following characteristics:

- disability
- pregnancy, maternity, breastfeeding
- religion and belief
- age
- race
- sex
- gender reassignment
- sexual orientation

An “equal” service is one where those who **need** to use the service the most **do** use the service the most.

What do you know about the extent to which the above groups need to use your service? What do you know about the extent to which they do use your service? And is there a gap between the two? How will the service change affect this?

The service is available for people aged 16 upwards and provides support for Service Users who have a range of disabilities which include learning, mental health, older people, children in transition and other vulnerable adults. The service is designed to support a person based upon the individual needs and would encompass any needs in relation to any of the 9 characteristics, as long as a suitable carer could be matched to meet their needs.

Currently the 46 service users who access the service the statistics are;

48% are female and 52% are male

94% of the people affected have a learning disability, 5% have mental ill health and 1% has a physical disability that currently access Shared Lives for a long term placement. The service is available for any vulnerable person from the age of 16 years who have an identified assessed need.

The age profile of service users who would be affected by the proposed changes are as follows:

16yrs – 24yrs – 3 people

25yrs – 39yrs- 12 people

40yrs – 64yrs -31 people

65yrs + 0 people

There has been no research or benchmarking carried out to establish if this information reflects on other Shared Lives services or the population of Barnsley.

If the proposed changes were approved the age profile of the service users (and their individual needs) would suggest that there will be a varying impact on each individuals expendable income. For example a person’s age, capital and assets may affect their income level and entitlement to claim benefits and may have an income shortfall. This therefore needs to be considered within the decision making process and the consultation process as well. Particularly for those with lower needs, who may be more independent.

An “equal” service is one where people are equally likely to receive a **good quality of service**, and one where the service leads to **good outcomes for the customer**.

What do you know about the quality of the service people receive (eg fair decision-making, waiting times, etc)? What do you know about the outcomes your service achieves for customers or the public? How will the service change affect this?

The scheme supports service users and family members to express their views and be actively involved in making decisions about their support, whilst taking the needs of the family and carers into account. The scheme will complete Service user profiles, health care plans and agreements with the service user and their families, which reflect their individual needs, choices and preferences and all this information is passed to carers to ensure needs are met. The scheme follows guidance set by Shared Lives Plus for the matching and introduction process to carers and this is ultimately the service user's choice. Promotes independence and enable service users to progress and develop their skills by setting achievable targets. The scheme also completed quality audits with all the Service Users, Carers and Families who access our service to obtain feedback.

The outcomes achieved are based on the individual's ability, needs and preferences therefore unlikely to be equal for different groups.

Although the proposed changes would mean that there was a change in the financial contribution of those staying in long term placements this change is not intended to have an impact on the service or support that the service user receives within the home environment. This money is to be a contribution towards board (groceries) and living expenses. It is not expected that this contribution would cover everything that is provided for that person within the home and the Shared Lives staff members will be clear about this with the Shared Lives carers. These staff members will monitor this, as well monitoring the transfer of any monies, on a regular basis ensuring that they document and deal with any issues if they arise. This monitoring process should then allow for a further review of the impact and issues (if appropriate) at a later date – at which point mitigations can be identified if needed.

An “equal” service is one where people can find out about it, apply for it and use it **accessibly and independently**.

What do you know about the accessibility of the service? How will the service change affect this?

During the consultation process with the individuals affected we will be determining the financial impact the change will have on their daily life. All individuals who access the service have a fairer charging assessment completed to determine their expendable income. The fairer charging assessment ensures that the individual would not be placed on the poverty line due to the national guidance that states a single adult person below the pensionable age needs £73.10 per week to live on and a single adult person above pensionable age needs £155.60. This guidance implies that older people may be charged less than working age people for the same service as a result of national guidance.

The implementation of Housing Benefit for individuals will exercise their rights to claim the benefits they are entitled to.

If an individuals income falls below the amounts stated in the guidance or are unable to claim Housing Benefit then the deficit would be funded by the referring budget holder. If an individual is either not entitled to Housing Benefit due to their capital assets being above the maximum threshold, or they are only eligible for a proportion of the benefit because they capital over the minimum threshold (but below the maximum) then the individual would be

required to contribute towards their rent, either fully or partially depending on their individual circumstances, the threshold amount is set by Housing Benefit guidance. This would be paid directly to the Shared Lives Carer. This would therefore mean that those with capital assets great enough will potentially make a larger contribution until a time when their assets fall below the eligible threshold. For example the current rate for Housing Benefit for one room is £58.08 per week, if an individual is eligible for £50.00 per week for Housing Benefit then the individual would contribute an additional £8.08 per week.

Shared Lives service and carers would be responsible for monitoring individual's finances and at the point that the individual would be eligible would make an application to Housing Benefit for reassessment.

By implementing this change there is a potential that individuals may choose not to access Shared Lives. Consultation on the planned changes will give us an indication of the impact that the proposed changes will have and this information will be used in the decision making process.

The impact on the Shared Lives Carers would be minimal due to their weekly allowance remaining unchanged, however they would have extra responsibility to provide a clear audit account. The process for the exchange of money between Shared Lives Carers and the Individual would require extra monitoring. This would be the responsibility of the service by auditing financial information for individuals at eight weekly support visits with Shared Lives Carers. The service would audit bank statements for the individual and Shared Lives Carer to ensure the transaction is transparent, by completing this process it would mitigate the risk of fraud or financial abuse.

Upon receiving a new referral to the service for a long term placement it has been suggested that the referring budget holder would fully fund the placement for the first six weeks to allow an application to Housing Benefit and the individual to be supported to budget for the board contribution, this would also ensure the Shared Lives carer would not be at any financial disadvantage.

Upon receipt of the Housing Benefit claim the Council would recoup the back dated monies due to them funding this payment to Shared Lives carers. This may place the individual in debt to the Council for the six week period.



Which of the following have you identified a potential inequality for? Is this currently the case, or after the service change, or both?			
Please indicate the degree of potential inequality. (H – high, M – medium, L- low, N – none)			
Group	Now	After	Details
<b>Men</b>	H/M/L/N	H/M/L/N	Low or both equal effect based on current numbers accessing the service
<b>Women</b>	H/M/L/N	H/M/L/N	Low for both equal effect based on current numbers accessing the service
<b>Disabled people</b>	H/M/L/N	H/M/L/N	All of the service users who access the service are disabled people therefore the change will have an higher impact on them.
<b>BME people</b>	H/M/L/N	H/M/L/N	None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics.
<b>LGP people</b>	H/M/L/N	H/M/L/N	None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics.
<b>Trans people</b>	H/M/L/N	H/M/L/N	None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics.
<b>Young People</b>	H/M/L/N	H/M/L/N	Med/high due to the financial impact may be greater as younger people may have fewer needs and not entitled to certain benefits therefore their income may be less.
<b>Older people</b>	H/M/L/N	H/M/L/N	Low for current service users due to no one being older than the age of 65, potentially greater impact for future referrals due to an ageing population and current service users reaching the age of 65.
<b>Faith groups</b>	H/M/L/N	H/M/L/N	None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics.
<b>Pregnancy / maternity</b>	H/M/L/N	H/M/L/N	None based on current individuals accessing the service, potentially greater impact for future referrals due to service available for all characteristics.
<b>Other: Eg carers</b>	H/M/L/N	H/M/L/N	Low for both due to minimal impact placed on carers.



## Next Steps

### To improve you knowledge about the equality impact . . .

Actions could include: community engagement with affected groups, analysis of performance data, improve equality monitoring, stakeholder focus group etc.

Action taken so far:	Lead Officer	Completion date
Team Performance Data/Current access	Debbie Anglesea	July to August 2016
Consultation with Equities Business partner	Debbie Anglesea/Sharon E Clarke	June to July 2016
Consultation with Service users.		October to November 2016
Consultation with carers	Debbie Anglesea/Sharon E Clarke	8 <sup>th</sup> September 2016
Involve Inclusions North to support with consultation and accessible information.	Debbie Anglesea/Sharon E Clarke	October to November 2016
Consulted with people Directorate	Debbie Anglesea/Sharon E Clarke	28 <sup>th</sup> September 2016
Action we will take		Completion date
Cabinet report to seek approval for proposed changes to be implemented.	SC	
One year after implementation to revisit each service user to investigate actual impact of changes. Consider overall impact and whether matches predicted impact and report to Cabinet on findings with recommendations for further changes to policy if required.	SC/DA	01/04/2018

### To improve or mitigate the equality impact . . .

Actions could include: altering the policy to protect affected group, limiting scope of service change, reviewing actual impact in future, phasing-in changes over period of time etc.

Action taken so far:	Lead Officer	Completion date
Action plan to consult with Service Users, Families and Carers in sufficient time to enable the change to reduce the impact and enable	Debbie Anglesea	15/01/2017

individuals to prepare.		
Completed a benchmarking exercise with neighbouring authorities to establish an average cost attached to Board payment.	Debbie Anglesea	20/04/2016
Action we will take:	Lead Officer	Completion date
Propose changes to policy so as to mitigate greatest impacts on individuals if EIA process identifies these may have an impact to their life choices, health and well-being.	Sharon Clarke	01/04/2017
Review and update Policy and Procedures including Financial, Matching and Introduction, , Carer Induction and 'Who Pays For What'.	Debbie Anglesea	01/04/2017
Review and update Carer Handbook.	Debbie Anglesea	01/04/2017
Introduction of Licence agreements, and accessible licence agreements where required.	Debbie Anglesea	01/04/2017
Revised Provider contract for Shared Lives carers	Debbie Anglesea	01/04/2017
Provide training for Shared Lives to staff to support service users to make housing benefit claims.	Debbie Anglesea	01/04/2017

## The Public Sector Equality Duty

### As a result of this EIA how have you demonstrated due regard to the need to:

Eliminate unlawful discrimination, harassment or victimisation?	<p>The policy change does not affect the overall delivery of the service which is available for all eligible people regardless of any protected characteristics. The charges are not discriminatory in so far as they are applied equally to all individuals (apart from older people who may pay less as a result of national guidance). Whether the impact of the revised charging policy is likely to be non-discriminatory will be considered as part of the ongoing EIA process and in particular the consultation with individuals and carers.</p>
Advance equality of opportunity between people who share a protected characteristic and those who do not?	<p>The needs of the individuals accessing the service will be met no matter what protected characteristic they have.</p> <p>The impact of this policy change will affect individuals who are disabled. The Council will consider these impacts alongside other proposals which are being considered to reduce expenditure and seek to minimise impacts on this group where it is reasonable and possible to do so.</p>
Foster good relations between people who share a protected characteristic and those who do not?	<p>This policy proposal is not anticipated to have any impact on the relations between people who share a protected characteristic and those who do not.</p>

## Reporting and Publishing

Please summarise the main findings and next steps identified in this EIA.

The outcomes of this EIA must be summarised in the cabinet report or delegated decision report which approves the proposed service changes. You could also include the EIA as an appendix to the report or reference it as a background paper.

You must also record how you will inform all stakeholders of the outcome of this EIA. In practice this is usually best achieved when reporting the service change itself.

<b>Summary of equality impact</b>	<p>There would be minimal impact on Shared Lives Carer other than extra responsibility to receive the payments from individuals.</p> <p>The impact on service users would be a financial implication as they currently do not contribute Housing Benefit or Board payments.</p>
<b>Summary of next steps</b>	<p>Submit Cabinet Report.</p> <p>Enter into consultation with Service Users, carers, families and People Directorate.</p> <p>Consult with BMBC legal department.</p> <p>Shared Lives team to access training for application to Housing Benefit.</p> <p>Update and review policies and procedures.</p> <p>Update and review carer handbook.</p>
<b>How stakeholders will be informed</b>	<p>Stakeholders will be informed through consultation on an individual basis by a face to face meeting.</p>
<b>How Cabinet will be informed</b>	<p>Cabinet will be informed by submitting an extensive Cabinet Report on 26<sup>th</sup> July 2016.</p>