

Better Lives for People of Leeds

Long Term Community Support Service

EQUALITY IMPACT ASSESSMENT

Section One

1.0 Introduction

- 1.1 Leeds City Council is reviewing the ways it provides its long-term Community Support service.
- 1.2 The proposal is to cease the provision of the current service and commission alternatives from the independent sector. The range of services offered will be supplemented by the continued development of other in-house services such as the SKILS (reablement) team and different models of services such as The Shared Lives Scheme, Holt Park Active and further development of Extra Care Housing.
- 1.3 This paper outlines the Equality Impact Assessments that have been carried out in the context of these proposals to ensure that they do not unfairly impact on people from the different equality groups. It has been completed as a parallel process to the consultation on the proposed changes.
- 1.4 The lead officer for this assessment is Cath Roff, Director – Adult Social Care. Members of the assessment team are:
 - Anna Clifford – Programme Manager, Adult Social Care
 - Richard Graham – Senior Quality Assurance Officer, Adult Social Care
 - Pauline Ellis – Senior Policy and Performance Officer, advisor to the assessment

2.0 Current Services / Background

- 2.1 Executive Board members received a report on the 19th November 2014 entitled; *'Delivering the Better Lives Strategy in Leeds – Proposed Next Steps'*. The report gave an account of a review and option appraisal of Adult Social Care's directly provided services.
- 2.2 As part of the proposals within the report, elected members were asked to agree to the commencement of formal consultation on the proposal to cease the provision of the in-house directly provided Long Term Community Support Service with the proposed intention of the service being fully withdrawn the end of March 2016.
- 2.3 Many factors were taken into account in developing the initial proposals outlined in the Executive Board report in November 2014 and were subject to further scrutiny as part of the follow-up review, these included:
 - Aspirations and needs of older people who use the service at present and those who may use the service in the future.

- Trends in the demand for Council services and the availability of alternative providers across the City.
 - Costs of the in-house service compared with the cost of re-providing the service in the independent sector.
- 2.4 As a result of the Executive Board recommendations in November 2014, a series of meetings chaired by the Executive Member commenced in August 2015. These meetings were attended by Trade Union representatives and senior ASC officers to review the future options for the directly provided Long Term Community Support Service and investigate alternative service delivery models. Additional sub-meetings, chaired by the Chief Officer, Access & Care Delivery, and attended by Trade Union representative, looked at a number of options for LTCSS staff.
- 2.5 Following the review process, Adult Social Care proposed that in the future the Council no longer provide the in-house LTCSS. In-house customers would be supported to transfer their care package to alternative homecare providers or to a service provided through a Direct Payment. There would be opportunities for LTCSS staff to transfer to an enhanced SkILs (re-ablement) service or access other redeployment opportunities within the Council.
- 2.6 In line with recommendation within the Executive Board report approved in November 2014, a period of consultation took place with key stakeholders on the proposal to no longer provide the in-house LTCSS. The consultation process commenced on 1st February 2016 and was completed on 13th March 2016 – a total of 6 weeks. The key themes were compiled into a consultation report which accompanies this document (Appendix 1).
- 2.7 The proposal for the service was assessed with due regard to equality through an Equality Impact Assessment. Copies of Equality Impact Assessments can be obtained from the Equality Impact Team (equalityteam@leeds.gov.uk). The impact of the proposal was considered and assessed both in terms of those individuals directly affected and future users of the services.
- 2.8 The following positive impacts for people living in the general population were identified:
- It was expected that the proposed programme of change will result in improved, personalised services to be delivered for older people with dementia and their carers in a manner and location of their choice - with improved outcomes. This includes the continued development of alternative services including the recovery model of provision (the SkILs team) alongside an increase in commissioning of long term home care from the independent sector.
 - There is a well-developed independent sector home care market, which offers a wide range of services delivered in a flexible manner. Services commissioned by the council will retain the focus on continuously improving the quality of service to all service users. Research is being carried out with Healthwatch to consider the experience of using commissioned home care services and will be published later in 2016.
- 2.9 The adverse impacts of the change have been lessened and potentially removed through putting in place a range of mitigating actions. These actions include the following:

- People who do not have the capacity to make an informed decision will be given access to an independent advocate arranged by Adult Social Care.
- Risk assessments will be carried out to ensure that social care needs of those directly affected are responded to urgently and with sensitivity.

3.0 Proposals

- 3.1 A review and options analysis has been completed and proposals developed for the long term Community Support Service. The review took into consideration a range of factors, including the current demand for the service, the availability of alternative services and a cost comparison of the services.
- 3.2 The proposed option to: Cease provision of the service and commission alternatives in the independent sector, was the basis for detailed consultation with those directly affected. Full details of the consultation and an analysis of responses are attached in the Consultation Report (Appendix 1).
- 3.3 It is intended that the review of services provided by Adult Social Care will balance the need to achieve savings with opportunities to develop and transform services to ensure that they add value and contribute to the health and well-being of older people.
- 3.4 Leeds City Council will wherever possible seek to avoid any unintended consequences of any proposals developed that have a negative impact. This could be disproportionate impacts on different geographic locations, communities and the voluntary and community sector.

4.0 Scope of the equality, diversity, cohesion and integration impact assessment

- 4.1 This EIA will consider and assess the impact of the options for:
- Current and potential future customers affected by the proposed option
- 4.2 This EIA is intended to support the decision making process by:
- Identifying the potential positive and negative impact of any changes/ decisions on each protected characteristic
 - Setting out actions to minimise/ mitigate any adverse impacts
- 4.3 Proposals have been subject to Equality Screening and this concluded that the proposed options will potentially give rise to equality impacts particularly by those older and disabled people, their families and carers, whose care is currently provided by the in-house service.
- 4.4 Staff will also be affected, particularly women who make up 100% of the workforce. If the proposals are agreed, a full EIA on organisational change will consider impacts on staff and therefore staff are not included in the scope of this EIA.
- 4.5 Should agreement be given to progress with the proposal, an implementation plan will be developed in accordance with existing protocols for managing the assessment and transfer of customers to alternative services. This would show how closure would be managed over the timescales and how customers, relatives, and carers are to be supported to safeguard human rights and minimise distress and

maximise the benefits to individuals.

5.0 Fact Finding – what do we already know?

5.1 Demographics

- 5.1.1 Leeds is the second largest Metropolitan District in England with an estimated population in excess of 750,000 people. The country is faced with an increase in the proportion of older people in its population. There are currently 9.9m million people aged 65 or over in the UK and this figure is expected to rise in the next 20 years to over 14.1 million in 2033 (ONS, 2014 projections). This represents 24% of the total population.
- 5.1.2 The increase is reflected in Leeds, where there are currently 116,600 people over the age of 65, representing 14.6% of the overall population of the city. This figure will increase to 129,800 by 2020 (15.3% of population) and by 2030 the figure will reach 153,800 (16.9% of population) (ONS subnational population projections, March 2012).
- 5.1.3 Leeds is clearly becoming a more diverse place. Stonewall, the lesbian, gay and bisexual charity, estimates that large cities such as Leeds with an established gay scene, businesses and support network may be made up of at least 10 per cent lesbian, gay and bisexual people.
- 5.1.4 Leeds population broken down by religion or belief is 55.9% Christians, 5.4% Muslims, 1.2% Sikh, 0.9% Jewish, 0.9% Hindu, 0.4% Buddhist other religion 0.3% and 28.2% no religion or 6.7% not stated.
- 5.1.5 Leeds is now home to over 130 different nationalities. The 2011 Census estimated that 18.9 per cent of the total resident population comprised people from black and minority ethnic communities (including Irish and other white populations), a rise of 8 per cent from the 2001 Census.
- 5.1.6 Many citizens in the over 65 age group continue to contribute to the economic prosperity of Leeds and the social fabric of its diverse communities. This is reflected in the number of people who continue to work beyond 65 either in paid employment or as volunteers. The over 65 year-olds who act as informal or family carers also play an important part in our society. However it is estimated that almost all people currently aged 65 will need healthcare, and 66% of men and 84% of women will need some social care before they die (Personal Social Services Research Unit, 2011).
- 5.1.7 Dementia is one of the main causes of disability in later life, with over 820,000 people estimated to be suffering from dementia in the UK in 2010. By 2025, the number is expected to rise to one million (ONS, background paper 7). In Leeds there are an estimated 8,500 people with dementia and this figure is estimated to increase to 12,000 by 2028, a 35-40% increase in 15 years (Leeds Dementia Strategy 2013).

5.2 Trends/ strategic direction

- 5.2.1 The future needs of older people will be met by supporting them to live in their own home safely and for as long as possible. This will be achieved by the Council working more collaboratively and in partnership with other organisations (notably the NHS). While community based services will be a key feature of the future service

provision, the Long Term Community Support Service (LTCSS) has continued to reduce in size as staff and resources have transferred into the recovery model of provision (the SkILs team) alongside an increase in commissioning of long term home care from the independent sector.

5.2.2 The majority of the home care market in Leeds is already provided by the independent sector. 2,500 customers are supported city wide by external providers, compared to the Long Term Generic Community Support Service which currently supports 50 customers (68 customers at the time of the consultation process).

5.3 In addition to the above, the EIA considers data from the following

- Key strategies and policies relating to the proposals, including the Better Lives Strategy (<https://betterlivesleeds.wordpress.com>) and the Best Council Plan 2015-2020 (www.leeds.gov.uk/docs/BestCouncilPlan)
- Quantitative information relating to the profile of current customers and their carers. This is included in section 2.
- Feedback from consultation with those directly affected (see appended consultation report at Appendix 1).
- Comments from submissions, complaints and suggestions received throughout the course of the consultation from all key stakeholders (see appended consultation report at Appendix 1).

5.4 Are there any gaps in equality and diversity information?

5.4.1 Adult Social Care, where possible, will obtain full equality information around the profile of customers and determine the likely impacts given that profile. Further information is also available from the BME day centre review and the charging review, which may help inform proposals. Due regard will be taken of this information during the implementation phase, should the proposal be agreed. A review of the impact will also be undertaken post implementation, considering any impact on equality groups.

6.0 Consultation and Involvement

6.1 Detailed consultation on the proposal took place between 1st February and 13th March 2016. The aim of the consultation was to consult with those directly affected and as a priority the existing customers of the Community Support Service and their families and carers. Detailed consultation also took place with affected staff and Trade Unions, with related stakeholders within the locality, including elected members and partner organisations (see appended consultation report for further details at Appendix 1).

6.2 As part of the consultation with customers, and their families and carers a questionnaire has been used in one to one interviews as a tool to capture responses to the proposed option for the Community Support Service. The aim was to:

- Capture people's responses to the proposed changes
- Determine the impact on individuals and how this might be reduced as plans are developed.

6.3 The findings from the consultation are outlined in full in the Consultation Report appended (Appendix 1). Key themes are outlined in the individual Equality Impacts Assessments options in section 2 of this report.

7.0 Equality Impacts Identified

- 7.1 The table below highlights the range of impacts on equality characteristics, stakeholders and other potential barriers.
- 7.2 Data on current users indicate that the proposed options potentially give rise to impacts mainly in respect of age; gender, race, disability, carers and socio-economic.
- 7.3 Data relating to sexual orientation and gender reassignment is not available, however no disproportionate impacts have been identified for these equality characteristics through consultation with current customers and carers.

Equality characteristics		
<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Carers	<input checked="" type="checkbox"/> Disability
<input checked="" type="checkbox"/> Gender reassignment	<input checked="" type="checkbox"/> Race	<input checked="" type="checkbox"/> Religion or Belief
<input checked="" type="checkbox"/> Sex (male or female)	<input checked="" type="checkbox"/> Sexual orientation	
<input checked="" type="checkbox"/> Other Low socio-economic groups		
Stakeholders		
<input checked="" type="checkbox"/> Services users	<input checked="" type="checkbox"/> Employees	<input checked="" type="checkbox"/> Trade unions
<input checked="" type="checkbox"/> Partners	<input checked="" type="checkbox"/> Members	<input checked="" type="checkbox"/> Suppliers
Potential barriers for current users		
<input checked="" type="checkbox"/> Built environment	<input checked="" type="checkbox"/> Location of premises and services	
<input checked="" type="checkbox"/> Information	<input checked="" type="checkbox"/> Customer care	

and communication			
<input checked="" type="checkbox"/>	Timing	<input checked="" type="checkbox"/>	Stereotypes and assumptions
<input checked="" type="checkbox"/>	Cost	<input checked="" type="checkbox"/>	Consultation and involvement
<input checked="" type="checkbox"/>	specific barriers to the strategy, policy, services or function: <ul style="list-style-type: none"> ○ Staffing ○ Capacity of the Independent Sector 		

7.4 The following provides an overview of the relevance of the proposals to the equality characteristics and where identified, action to mitigate any impact

7.5 **Age:** The proposals for change are aimed at providing improved services to older people of the 65+ age group. The overall aim of the proposals is to reform and modernise services for older people. It is embedded in key modernisation strategies and strategies specific to older people which highlight the importance of enabling older people to remain in their own homes for as long as possible.

7.6 **Disability:** By the nature of the long-term Community Support service, all current customers are older people and have impairments associated with ageing, with the majority considering themselves to have a disability. Alongside the proposals the council will consider how it can play a role in ensuring the need for specialist provision in key areas is met. This includes ensuring the increasing need for dementia services and intermediate care is met.

7.7 **Gender:** Statistical data of current service users suggest that the service has a high proportion of female customers. The service will be provided to people irrespective of, but with respect for gender specific needs and this will be taken into consideration in any needs assessment.

7.8 **Race:** Statistical data of current service users indicates lower usage by people from BME groups. In relation to current BME customers this provides an opportunity to consult with them on alternative services which could result in a positive impact.

7.9 **Religion or belief:** No specific issues have been identified in relation to religion or belief. The service will be provided to people irrespective of, but with respect for religion and belief, and this will be taken into consideration in any needs assessment.

7.10 **Carers/ families:** Carers and families were involved in the consultation process and supported to identify their needs to allow them to continue supporting their cared for. This engagement will continue throughout any implementation of proposals, and the Council will seek to identify changes which promote independence and choice and facilitate support for carers

7.11 **Cohesion:** Integrating people into communities wherever possible will enable them to access universal services and make links with their own communities

- 7.12 **Social Exclusion:** The service proposals will need to ensure that socially excluded people are not disproportionately disadvantaged as a result of these changes.
- 7.13 **Sexual orientation:** No specific issues have been identified in relation to sexual orientation. The service will be provided to people irrespective of, but with respect of their sexual orientation, as this will be taken into consideration in any needs assessment.
- 7.14 **Gender reassignment:** No specific issues have been identified in relation to gender reassignment. The service will be provided to people irrespective of, but with respect of their gender reassignment, as this will be taken into consideration in any needs assessment.

Section 2

Equality Impacts Assessments on proposed option

Proposal: To cease the long term Community Support Service and transfer customers to alternatives in the independent sector.

Customer Profile

In total there were 47 questionnaire responses (though two of these responses were couples responding jointly, giving a total of 49 respondents), the following customer profile information was gathered:

Age	
100+	1
90 -99	1
80-89	7
70-79	14
60-69	13
Under 60	4
Age not supplied	9
Total	49

Physical disability or age related frailty	
Yes	39
No	3
No response	7
Total	49

Gender	
Male	11
Female	38
Total	49

Marital Status	
Married	17
Civil Partnership	0
Co-habiting	0
Single	11
Other (5 divorced, 14 widowed, 2 gave no response)	21
Total	49

Ethnic Group	
White British	39
BME	4
Not Given	5
White European	0
Chinese	1
Total	49

Religion	
Buddhist	0
Christian	39
Hindu	0
Jewish	0
Muslim	0
No religion	4

Appendix 2

Rastafarian	0
Sikh	0
Other (Church of England)	6
Total	49

Sexual Orientation	
Heterosexual	49
Lesbian	0
Gay man	0
Bisexual	0
Total	49

Customer Address information

By Postcode Area		
Postcode Area	No.	%
LS1	0	0%
LS2	0	0%
LS3	0	0%
LS4	0	0%
LS5	0	0%
LS6	2	4%
LS7	3	7%
LS8	2	4%
LS9	0	0%
LS10	2	4%
LS11	2	4%
LS12	5	11%
LS13	1	2%
LS14	5	11%
LS15	4	9%
LS16	4	9%
LS17	0	0%
LS18	1	2%
LS19	0	0%
LS20	0	0%
LS21	0	0%
LS22	0	0%
LS23	0	0%
LS24	0	0%
LS25	4	9%
LS26	5	11%
LS27	0	0%
LS28	3	7%
LS29	0	0%
WF3	1	2%
WF10	1	2%
Total Provided	45	100%

By Ward		
Ward	No.	%
Adel and Wharfedale	2	4%
Alwoodley	0	0%
Ardsley and Robin Hood	1	2%
Armley	2	4%
Beeston and Holbeck	2	4%
Bramley and Stanningley	2	4%
Burmantofts and Richmond Hill	0	0%
Calverley and Farsley	1	2%
Chapel Allerton	4	9%
City and Hunslet	0	0%
Cross Gates and Whinmoor	4	9%
Farnley and Wortley	3	7%
Garforth and Swillington	2	4%
Gipton and Harehills	0	0%
Guiseley and Rawdon	0	0%
Harewood	0	0%
Headingley	0	0%
Horsforth	1	2%
Hyde Park and Woodhouse	0	0%
Killingbeck and Seacroft	4	9%
Kippax and Methley	5	11%
Kirkstall	2	4%
Middleton Park	2	4%
Moortown	0	0%
Morley North	0	0%
Morley South	0	0%
Otley and Yeadon	0	0%
Pudsey	1	2%
Rothwell	3	7%
Roundhay	0	0%
Temple Newsam	2	4%
Weetwood	2	4%
Wetherby	0	0%
Total Provided	45	100%

Consultation

Formal consultation has been undertaken with customers of the Community Support Service over a period of 6 weeks.

The Consultation Report (Appendix 1) provides a full analysis of responses.

Key themes from the consultation emerging from customers responses were as follows:

- Keep the service open
- Leeds City Council provide a good quality service
- Staff are friendly, well trained and experienced
- Concern over losing continuity of care from familiar staff
- Concern over private sector and whether they can meet needs
- If the service ceases, would like assurance on quality of the independent sector (training, monitoring etc)

Potential impacts identified from decommissioning these services:

Communication and Information

Some customers may not be able to make their own decisions, or may need one-one help in understanding the proposed changes.

Action: Clear and timely communication to all customers, particularly regarding information about alternative provision. Steps will be taken to ensure independent advocates are available for those who need one.

Customer Care and staff training

Staff will play a lead role in understanding the concerns of customers, helping them understand the proposed changes and helping them make the right decisions for themselves.

Action: Provide appropriate support to staff through awareness raising events.

Cost

Carers may be reliant on the service for respite from their caring role, and so may need to make other arrangements, which could involve additional costs.

There is a risk that the changes to care provision could increase social inequality among older people as some customers may be financially worse off as a result of a move.

Action: Ensure independent sector provision is available and meets carer and customer needs.

Action: Ensure that a full benefit and financial review is undertaken as part of the customer assessment to ensure any financial detriment is negated in keeping with the Care Guarantee

Stereotypes and assumptions

Assumptions may be made in connection with customers with dementia and extremely frail customers who have co-existing illnesses

Action: A full reassessment of all customers and carers will be undertaken by qualified social workers to ensure that current, individual needs are properly understood. Individuals and their relatives/carers will be supported by staff or a dedicated resource to seek appropriate alternative services following a reassessment of their needs and will be given

Appendix 2

comprehensive information on cost, quality and all alternatives in order to make an informed decision

Actions to ensure mitigation is in place are outlined in the Equality Diversity and Integration Action Plan below.

Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Long Term Community Support Service Customers

Action	Timescale	Measure	Lead person
Most transfers of LTCSS customers to new providers will be managed using the already established Individual Service Agreement (ISA) process. For those customers who wish to use a personal budget / direct payment, they will be assessed by a social worker to determine need and the Financial Assessment Benefits (FAB) team will inform the level of personal budget and the customer / family will choose their provider.	In line with programme plan	<ul style="list-style-type: none"> • A stress free, managed and coordinated transition of customers to alternative accommodation • Minimised / eradicated risk to health and well-being of customers and carers brought on by move • The number of customers accessing alternative services of their choice • The number of people satisfied with their alternative service 	Programme Team
Commissioning to take full account of equality issues and to ensure that the quality of services is consistent and of good quality	In line with programme plan	Services commissioned by the council will focus on quality of service to all diverse users.	Programme Team
Ensure that the range of alternative provision meets the needs and outcomes of people across all cultures.	In line with programme plan	Provision of accessible services that meet the needs of all diverse users	Programme Team
Ensure robust procedures are in place to identify and manage safeguarding concerns as they arise. All staff and volunteers to be trained in recognising and responding to safeguarding concerns	In line with programme plan	The provision of: <ul style="list-style-type: none"> • Services that prioritise both safeguarding and independence • A well trained workforce operating in a culture of zero tolerance of abuse • A sound framework for confidentiality and information sharing across agencies good universal services, such as	Programme Team

Action	Timescale	Measure	Lead person
		community safety services <ul style="list-style-type: none"> Needs and risk assessments to inform people's choices A range of options for support to keep safe from abuse tailored to people's individual needs 	
All equalities considerations will be considered in the planning and commissioning of services. All services will be monitored to identify where there is disproportionate impact and action taken to understand and where appropriate address	In line with programme plan	The number of assessments undertaken to ensure that the individual needs of customers and carers are properly understood	Programme Team
Ensure that the ISA team and staff are aware of the full range of alternative services available and that information is available in a range of formats	In line with programme plan	<ul style="list-style-type: none"> Customers and their carers able to exercise choice and make informed decisions on the range of services available Improved personalised services for older people and their carers, with improved outcomes The number of customers who understand the changes and are able to make informed decisions 	Programme Team
Involve customers and carers fully in the decision making process when considering alternative services. Ensure carers receive regular information on the change process. Signpost to carer support networks	In line with programme plan	<ul style="list-style-type: none"> The number of customers accessing alternative services of their choice The number of people satisfied with their alternative service The number of carers accessing support networks Have a handover period (2 weeks) where the new provider accompanies the existing LTCSS staff for a short period to ensure that customer feels comfortable and safe. 	Programme Team
Provide customers with an opportunity to let the council	In line with programme plan	<ul style="list-style-type: none"> The number of customers and carers reporting the impacts of the changes 	Programme Team

Action	Timescale	Measure	Lead person
know what impact the changes may have on them			
Ensure that a range of information relevant to all cultures is available in a range of accessible formats and main community languages. Involve communities and their representatives in identifying gaps.	In line with programme plan	<ul style="list-style-type: none"> Positive relocation for current BME customers 	Programme Team
Ensure that a full benefit and financial review is undertaken as part of customer assessment to ensure no financial detriment	In line with programme plan	No customer financially disadvantaged as a result of change	Programme Team

Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date
Cath Roff	Director, Adult Social Services	18/05/16

Monitoring progress for equality, diversity, cohesion and integration actions
(please tick)

- As part of Service Planning performance monitoring
- As part of Project monitoring
- Update report will be agreed and provided to the appropriate board
Please specify which board
- Other (please specify)

Publishing

This Equality, Diversity, Cohesion and Integration impact assessment will act as evidence that due regard to equality and diversity has been given.

If this impact assessment relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** Equality and Diversity, Cohesion and Integration impact assessment's should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date impact assessment completed	25/04/16
If relates to a Key Decision – date sent to Corporate Governance	19/05/16
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	