

## Equality Impact Assessment (EIA) Report

This form should be completed for each Equality Impact Assessment on a new or existing function, a reduction or closure of service, any policy, procedure, strategy, plan or project which has been screened and found relevant to equality.

**Please refer to the 'EIA Report Form Guidance' while completing this form. If you need further support please contact [acesstoservices@swansea.gov.uk](mailto:acesstoservices@swansea.gov.uk).**

<b>Where do you work?</b>
Service Area: Cuts across Child & Family Services, Education and Poverty and Prevention
Directorate: People

**(a) This EIA is being completed for a...**

Service/ Function <input type="checkbox"/>	Policy/ Procedure <input type="checkbox"/>	Project <input type="checkbox"/>	Strategy <b>X</b>	Plan <input type="checkbox"/>	Proposal <input type="checkbox"/>
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**(b) Please name and describe below...**

Commissioning Review of the Family support continuum – child disability strand

***This EIA was originally opened prior to consultation and has now been updated to reflect feedback received as a result of the consultation exercise and changes made to the options as a result.***

To provide some context, the Commissioning Review is essentially exploring the range of family support services delivered by the People Directorate with the aim of ensuring we are delivering effective, economical and efficient family support services for children with a disability and their families. These family support services must collectively ensure people's wellbeing outcomes are being met by providing the right support, at the right time, in order to prevent and de-escalate need at every opportunity.

**(c) It was initially screened for relevance to Equality and Diversity in October 2016**

There are approximately 2500 children and young people residing in Swansea who have a disability or impairment that limits their day-to-day activities (Census 2011). It is therefore thought that an Equality Impact Report is necessary to ensure future commissioning arrangements do not have an adverse effect.

**(d) It was found to be relevant to...**

Children/young people (0-18) ..... x	Religion or (non-)belief..... <input type="checkbox"/>
Any other age group (18+)..... x	Sex..... <input type="checkbox"/>
Disability ..... x	Sexual orientation ..... <input type="checkbox"/>
Gender reassignment ..... <input type="checkbox"/>	Welsh language ..... <input type="checkbox"/>
Marriage & civil partnership ..... <input type="checkbox"/>	Poverty/social exclusion..... <input type="checkbox"/>
Pregnancy and maternity ..... <input type="checkbox"/>	Carers (inc. young carers) ..... x
Race ..... <input type="checkbox"/>	Community cohesion ..... <input type="checkbox"/>

**(e) Lead Officer**

**Name:** Christopher Francis

**(f) Approved by Head of Service**

**Name:** Julie Thomas

**Date:** 25/10/2016

## **Section 1 – Aims (See guidance):**

### **Briefly describe the aims of the initiative:**

#### **What are the aims?**

The Review has been tasked with identifying potential options for services in order to efficiently and effectively meet demand and deliver the following identified outcomes:

- Improved outcomes for children and young people by working together effectively across the continuum of need, a requirement of the SS & Wellbeing Act 2014.
- Provide timely support to families that promotes resilience, independence and engagement with their local community.
- Prevent or delay the need for more intensive interventions.
- Where it is clear needs are escalating, we will ensure that families move up the continuum to receive the co-ordinated support necessary to meet their needs, (a 'step-up' arrangement). For those families who are demonstrating an ability to meet their children's needs following more intensive support, a 'step down' arrangement, to an appropriate level (and eventually to universal services if possible) would be followed. By maintaining a focus on the child we want to make sure that there will always be someone who is able to identify when things are not going well for them and know what to do and where to get help or advice about possible next steps.
- Make best use of resources by identifying and realising the efficiencies that can be made by coordinating existing support services (e.g. duplication, overlaps).
- Prioritise and roll out new models of service delivery.
- Strengthen the early intervention and preventative services that already exist within the City and County of Swansea, and where necessary realign them, to support the prevention /wellbeing of vulnerable children and families at a time of identified need.
- Develop a commissioning strategy across the continuum of need.
- Provide a consistent approach across the authority that is understood by families, and service providers across the continuum and includes a proportional joint assessment, performance management framework, threshold document.
- Consistent I.T. and performance management arrangements.

#### **Who has responsibility?**

The Family Support Project Team. The project leads are Julie Thomas (Child & Family Services) and Jane Whitmore (Poverty & Prevention).

#### **Who are the stakeholders?**

- Carers of children with disabilities i.e. parent carers, informal or unpaid carers not staff.
- Disabled children
- Social Services (including Adult Services)
- Poverty and Prevention
- Education and schools
- ABMUHB
- External service providers including those from the voluntary/third sector

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## Section 2 - Information about Service Users (See guidance):

Please tick what information you know about your service users and provide details/evidence of how this information is collected.

Children/young people (0-18) .....	X	Carers (inc. young carers) .....	X
Any other age group (18+).....	X	Race.....	X
Disability .....	X	Religion or (non-)belief.....	<input type="checkbox"/>
Gender reassignment .....	<input type="checkbox"/>	Sex.....	X
Marriage & civil partnership .....	<input type="checkbox"/>	Sexual orientation .....	<input type="checkbox"/>
Pregnancy and maternity .....	<input type="checkbox"/>	Welsh language .....	<input type="checkbox"/>

### Any Actions Required?

None

### What information do you know about your service users and how is this information collected?

The commissioning review has undertaken a needs analysis to gather information from a variety of sources. Sources of information include:

- PARIS (the information management service used by social services);
- Members of the social services Child Disability Team
- The Child Disability Index
- Information from current service providers
- Additional Learning Needs (ALN) statistics held by Education
- 2011 Census
- Daffodil care needs projection data
- National research and policy guidance e.g. Children's Commissioner for Wales
- Local consultation exercises with parent carers and children.

## Section 3 - Impact on Protected Characteristics (See guidance):

Please consider the possible impact on the different protected characteristics. This could be based on service user information, data, consultation and research or professional experience (e.g. comments and complaints).

	Positive	Negative	Neutral	Needs further investigation
Children/young people (0-18)	➔ X	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Any other age group (18+)	➔ X	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Disability	➔ X	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender reassignment	➔ <input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>
Marriage & civil partnership	➔ <input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>

Pregnancy and maternity	➔	<input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>
Race	➔	<input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>
Religion or (non-)belief	➔	<input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>
Sex	➔	<input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>
Sexual orientation	➔	<input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>
Welsh language	➔	<input type="checkbox"/>	<input type="checkbox"/>	X	<input type="checkbox"/>
Carers (inc. young carers)	➔	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	X

**Thinking about your answers above, please explain in detail why this is the case.**

That being said, given the nature and aim of the Commissioning Review, it is possible to put forward the following comments:-

**Neutral**

It is anticipated that there will only be a positive impact for people in terms of sex, sexual orientation, religion, race, pregnancy and maternity, marriage, gender reassignment, Welsh language or religious beliefs. Future service arrangements will continue to protect these characteristics, value difference and ensure that the diverse needs of the community are acknowledged and addressed.

**Positive**

It is anticipated that the review will have a positive impact as the essential aim of the Commissioning Review is to ensure our future services and arrangements are best placed to meet current and future needs amongst those service users with the said protected characteristics.

The three options for consideration include committing extra resources to commission an independent parent carer forum, for Child and Family Services and Poverty and Prevention to pool resources in order to jointly re-commission a range of targeted and specialist services with a view to creating a grant scheme for the provision of vouchers in the future and to expand the capacity of the in-house registered service, the Flexible Home Support Team.

Feedback from consultation is that stakeholders, including adults and young people agree that these will better meet the needs of those accessing our disability services. This is evidenced in appendix B and C of the report.

**What consultation and engagement has been undertaken (e.g. with the public and/or members of protected groups) to support your view? Please provide details below**

***The following information has been copied from the Cabinet report and outlines the types of activities and engagement that was undertaken as part of the formal consultation period.***

Prior to the commencement of the consultation period, stakeholders (including parent carers) were involved in formal and informal conversations regarding the services areas subject to this Review. This gave them the opportunity to comment on the existing arrangements and the required direction of travel. At the Options Appraisal Workshop stakeholders they were then involved in finalising and scoring the various Options. This is evidenced in appendix B and C of the report.

The formal consultation period commenced on 27th February 2017. Initially due to conclude on 21st May 2017, the window of consultation was subsequently extended to 9th June 2017 to allow for greater feedback.

An online survey was designed for adult stakeholders (parent carers, staff working with children with a disability etc.). A copy of the survey and information sheet is available at Appendix A Details of the survey were distributed amongst the various service users and provider networks known to the Council.

During the consultation process a series of (formal and informal) engagement activities and events with stakeholders were run to promote the completion of the survey by adult stakeholders:-

- Facilitated workshops with parent carer representatives and wider adult stakeholders around the County.
- A family fun day at the National Waterfront Museum where attending parent carers were asked to participate in the survey.
- Attendance at a short breaks parent carer group.
- Discussions with service providers in the County.
- Discussion during liaison meetings with colleagues in Education, Adult Services, Health and other stakeholders.

Although children and young people were free to participate by completing the online survey, it was recognised at the outset of the consultation that obtaining their views would require additional engagement expertise, e.g. to support those with communication difficulties. As the Council lacked sufficient capacity to properly undertake this activity, we commissioned a local third sector organisation, Interplay, to provide support.

With the input of Interplay, we have undertaken the following engagement activities with children and young people. A thorough breakdown on the types of questions asked, activities undertaken and level of response can be found in Appendix B:-

- Run the aforementioned family fun day at the Waterfront Museum.
- Held feedback events at seven different children's services commissioned by the Council.
- Run two half-day sessions at Gorseinon Evolve Youth Hub specifically for children with additional needs or a disability.
- Staff at Ysgol Pen-Y-Bryn Special School sought the views of a number of children with learning disabilities, autism and communication disabilities.

A summary report of the findings and the learning as a result of the consultation exercise can be found in Appendix C.

**Any actions required (to mitigate adverse impact or to address identified gaps in knowledge).**

All options will be developed and implemented with our stakeholders. For example, we hope to enable parents / carers to support the specification for the commissioning of a parent / carer forum.

This will ensure that stakeholders views are impacting the direction of travel throughout the change process leading to services that have been designed in collaboration with stakeholders.

An implementation plan will be developed following Cabinet approval in line with

procurement timelines for co-productively commissioning new services.

## Section 4 - Other Impacts:

Please consider how the initiative might address the following issues.

You could base this on service user information, data, consultation and research or professional experience (e.g. comments and complaints).

<b>Foster good relations between different groups</b>	<b>Advance equality of opportunity between different groups</b>
<b>Elimination of discrimination, harassment and victimisation</b>	<b>Reduction of social exclusion and poverty</b>

**(Please see the specific Section 4 Guidance for definitions on the above)**

**Please explain any possible impact on each of the above.**

Following the consultation period, and subject to Cabinet decision-making, an implementation plan will be devised to deliver the final, preferred options.

Consultation has confirmed that the preferred options are consistent with the aims of the Commissioning Review and it is suggested that they should have the following consequences:-

### Foster good relations between different groups

All of the families who use these services will have more than one protected characteristic. One of the key objectives of the remodelled continuum will be to promote family resilience and allow families with disabled children to become active and equal members of their local community by having an increased community presence which enhances their social interaction and encourages them to be active citizens within the wider society.

### Advance equality of opportunity between different groups

Future services should improve opportunities for disabled children and their families to have increased social opportunities in their community and to be treated as equal citizens through the breaking down of barriers to accessing services.

### Elimination of discrimination, harassment and victimisation

Future services should place a greater emphasis on more and more children being supported in their local communities to access universal services where they can have the same opportunities to undertake everyday tasks as their non-disabled counterparts. This proposal supports and encourages citizenship and social inclusion in local communities for children and young people with disabilities. Despite the increased emphasis, it is recognised that, for some of the most complex needs, it will be necessary to commission highly specialist support.

### Reduction of social exclusion and poverty

Services should be accessible based on need and not the ability to pay. The promotion of more integrated, local services will make it increasingly easy for families of all economic backgrounds to access.

**What work have you already done to improve any of the above?**

Contract management arrangements are already in place to review and develop the services within the parameters of their specifications.

**Is the initiative likely to impact on Community Cohesion? Please provide details.**

A greater emphasis on inclusion should mean increased opportunities for disabled children and families to take part and be engaged with their local community. Working within their community aims to give the families a sense of value and recognition in the community enabling them to feel they belong. Raising awareness of disabled children and their needs is thought to lead to greater acceptance and support from the community.

**How will the initiative meet the needs of Welsh speakers and learners?**

Remodelled services will follow the local authority's policies and procedures relating to Welsh speakers.

**Actions (to mitigate adverse impact or to address identified gaps in knowledge).**

Following the consultation the services will work with stakeholders to co-produce tender specifications for all services.

**Section 5 - United Nations Convention on the Rights of the Child (UNCRC):**

**In this section, we need to consider whether the initiative has any direct or indirect impact on children. Many initiatives have an indirect impact on children and you will need to consider whether the impact is positive or negative in relation to both children's rights and their best interests**

Please visit <http://staffnet/eia> to read the UNCRC guidance before completing this section.

**Will the initiative have any impact (direct or indirect) on children and young people? If not, please briefly explain your answer and proceed to Section 6.**

Yes – these options aim to improve outcomes for disabled children, young people and their families. Therefore, these options have a direct impact on children and young people.

The three options are detailed below –

***This information has been copied from the Cabinet report and details the options being considered for approval.***

**Parent Carer Participation** - There is a definite need to improve the two way communication between the Council and parent carers. The scale of the problem is highlighted by the level and quality of feedback during the formal consultation period. Feedback from Officers responsible for the separate (but linked) Commissioning Review

of Additional Learning Needs have confirmed that pressures to improve parent carer participation apply equally for Education.

The option of committing extra resources to commission an independent parent carer forum was popular amongst those responding to the Review. It is consistent with best practice and it is recommended that this Option should proceed with the aim of the new service being in place from 1 April 2018. This would be a service jointly commissioned by Child and Family Services, Poverty and Prevention and Education.

**Play and leisure opportunities** - The Options Appraisal Workshop found in favour of developing a grant scheme for the provision of vouchers. The other Option that scored positively and finished a close runner-up was for Child and Family Services and Poverty and Prevention to pool resources in order to jointly re-commission a range of targeted and specialist services. For the reasons summarised below, it is proposed that we proceed with this Option for 2018/19 (but further work should be undertaken to scope the possibility of moving to a grant scheme at a future date):-

- Currently, 51% of adult respondents were either against or unsure about the grant scheme.
- Re-commissioning services will provide additional opportunity to further understand the risks and benefits associated with a grant scheme, including how we best mitigate any adverse impacts. – this EIA will either need to continue to take account of this work – or a new, separate EIA will be required.
- It affords further time to consult with a larger number of stakeholders before making a final decision; consultation which could be potentially facilitated by the introduction of a Parent Carer Forum.

**Home Care** - At the time of the Cabinet report in February 2017 there were only 2 small registered providers in Swansea. While the level of demand is admittedly low, it was noted that the available providers lacked the capacity to deliver some of the care packages we require. For this reason it was suggested that the Council commits additional resources to expand the capacity of the in-house registered service, the Flexible Home Support Team.

The urgency of the situation over the intervening months has to some extent abated as a further 2 Adult Service providers have amended their registration to support children as well. While this development addresses our immediate needs, there remains a risk that these new services will not prove economic or sustainable. It is therefore proposed that we proceed with a modest expansion to the Flexible Home Support Team.

**Is the initiative designed / planned in the best interests of children and young people? Please explain your answer.**

*Best interests of the child (Article 3): The best interests of children must be the primary concern in making decisions that may affect them. All adults should do what is best for children. When adults make decisions, they should think about how their decisions will affect children. This particularly applies to budget, policy and law makers.*

The options will directly affect the disabled child and young person so the future arrangements (continuum) will have the express aim of helping children and young people to achieve the best possible outcomes.

**Actions (to mitigate adverse impact or to address identified gaps in knowledge).**  
Gaps identified from the work undertaken through the commissioning review have



resulted in additional recommendations going forward to enhance service provision for this group.

These include:

***(This information has been lifted from the Cabinet report and details the options being considered for approval.)***

**Overnight Breaks** – Overnight short breaks involve the child going to a specialist children’s home or foster placement overnight. Families in receipt of the service are provided a certain number of nights based on a social work assessment of need, which are then spread across the year, e.g. one night every fortnight. With the current contract concluding, it is recommended that Child and Family Services undertake a procurement exercise to secure a third sector or private organisation to provide overnight residential breaks.

**Early Help Team** – Early Help Teams are typically multi-disciplinary teams that work with families requiring intensive support. Members of the team perform a keyworker role in partnership with other practitioners and the family to build resilience and develop solutions to problems the family may be experiencing. Early Help Teams are an established service in many parts of the Country and an emerging service model in Swansea, e.g. the Family Wellbeing Team. At present there is a clear gap in terms of there being no such resource with the expertise to support children with additional needs and disabilities It is recommended that Child and Family Services and Poverty and Prevention lead the development of a dedicated Early Help Team for these needs. It is thought that a specialist resource will offer families a better response to their needs and reduce the pressure on statutory services.

**Young Carers** – Young carers help look after a member of the family (usually a parent or sibling) who is sick, disabled, has mental health problems, or is misusing substances. With so many caring tasks, some young carers miss out on opportunities that other children enjoy, struggle in school and become socially isolated. It is recommended that Child and Family Services and Poverty and Prevention jointly commission specialist support for young carers. It is recognised that additional resources are required to meet the needs of this particular cohort.

## **Section 6 - Monitoring arrangements:**

**Please explain the arrangements in place (or those which will be put in place) to monitor this initiative:**

### **Monitoring arrangements:**

The Family Support Continuum Steering Group and Family Support Commissioning Sub-Group will be responsible for monitoring the progress of the implementation.

### **Actions:**

This EIA will continue to be updated as required following a decision made at Cabinet.

## Section 7 – Outcomes:

Having completed sections 1-5, please indicate which of the outcomes listed below applies to your initiative (refer to the guidance for further information on this section).

Outcome 1: Continue the initiative – no concern

Outcome 2: Adjust the initiative – low level of concern

Outcome 3: Justify the initiative – moderate level of concern

Outcome 4: Stop and refer the initiative – high level of concern.

X

**For outcome 3**, please provide the justification below:

**For outcome 4**, detail the next steps / areas of concern below and refer to your Head of Service / Director for further advice:

## Section 8 - Publication arrangements:

On completion, please follow this 3-step procedure:

1. Send this EIA report and action plan to the Access to Services Team for feedback and approval – [acesstoservices@swansea.gov.uk](mailto:acesstoservices@swansea.gov.uk)
2. Make any necessary amendments/additions.
3. Provide the final version of this report to the team for publication, including email approval of the EIA from your Head of Service. The EIA will be published on the Council's website - this is a legal requirement.