



Equality Analysis Report

Title of activity: CSSF 9 Review of Short Breaks

Summary of activity:

The Early Intervention Grant (EIG) is a substantial funding stream for early intervention and preventative services. The grant is not ring-fenced, bringing a significant extension of local flexibility and greater freedom at local level, to respond to local needs and drive reform to target disadvantage and achieve better results.

Local authorities and the voluntary and community sector provide a range of services for families.

The Government has made clear that the most effective use of this money is for local authorities to determine. Subject to that local decision making, the EIG can support a full range of services. In addition to the EIG funding the local authority maintains a significant level of resource allocation that supports community and short break activities which includes Foxgloves respite care service, domiciliary care services, out and about activities, summer playschemes.

The activity proposed is to implement a phased reduction of the contribution of the early intervention grant for the commissioning of short break services and funding back office functions. The intention is to continue to provide the full offer of short breaks provision, ensuring the needs of local communities are met.

A user engagement feedback survey has been completed which will inform future commissioning intentions, the total resource envelope will be reviewed to ensure we make the best use of available resources and reach the widest possible users.

Lead officer:

Lao Cooper, Head of Specialist Client Services

Equality analysis team:

Ben Palmer, Commissioning Manager (Short Breaks)

Sharon Simpson, Head of Commissioning & Resource Allocation

Relevance

An equality analysis of this activity is required.

This activity has no relevance to Bedford Borough Council's duty to eliminate unlawful discrimination, harassment and victimisation; advance equality of

opportunity; and foster good relations. An equality analysis is not needed.

Explanation why equality analysis is not needed:

N/A

Level 1 Equality Analysis

Scope of equality analysis

Impacted by activity:

The activity proposed is to implement a phased reduction of the contribution of the early intervention grant for the commissioning of community services and funding back office functions. Any impact will be for those families who currently access the services funded. However, the proposal is that the reduction of funding to primarily the back office functions and that services will be recommissioned using the same level of funding as currently used. Services will still be provided, but this could be in a more co-ordinated and targeted manner.

Protected equality groups:

It is considered that the activity would have the most impact and therefore be relevant to those under the 'age' and 'disability' protected groups. Parents/carers of disabled children may also be impacted. Others from different protected equality groups may also be impacted – but until further work is done on engagement, consulting and analysis – this will not be known.

As the activity proposed is in relation to services provided to children and young people – it considered that those protected equality groups for gender reassignment, sexual orientation or marriage and civil partnership would not be applicable to service users. Though this could be explored further through consultation.

General Equality Duties:

This activity proposed under CSSF9 relates to the Bedford Borough Council's equality duties to:

- advance equality of opportunity between people who share a protected characteristic and those who do not; and
- foster good relationships between people who share a protected characteristic and those who do not.

The short break services enable children and young people to participate in activities in which many children and young people without disabilities participate. The short breaks services also enable parents/carers to have a break from their caring role and participate in activities which parents/carers of children with no additional needs are able to participate. These activities can be as simple as going shopping, or going to the cinema.

Short break services can enable children to access mainstream activities and integrate with services which are provided to children without additional needs, enabling children with disabilities and those without to foster good relationships and gain a better understanding of the needs of disabled children.

Evidence

What relevant evidence is there about the activity?

For the activity proposed under CSSF 9, there is some information available on service users which may help us to analyse the impact on equality. Helpful information is contained within the LAIMP return, which provides information, such as the numbers of children who have received short break services in the past and how funding has been historically allocated. However, there is more evidence needed from the service users and stakeholders through engagement and analysis work to ensure that the impact of each activity proposed is considered in more detail in respect of the protected equality groups.

What does this evidence tell you about the different protected groups?

At this stage, the evidence we have does not tell us a great deal about the different protected equality groups in relation to service users, stakeholders or staff who will be affected by activity proposed under CSSF 9.

We know that the proposed activities could potentially have an impact on one or more different protected equality groups and Bedford Borough Council's equality duties to:

- advance equality of opportunity between people who share a protected characteristic and those who do not; and
- foster good relationships between people who share a protected characteristic and those who do not.

What further research or data do you need to fill any gaps in your understanding of the potential or known effects of the activity?

As a result of the activities proposed under CSSF 9, there is potentially an impact on service users and other stakeholders– who may be from one or more of the different protected equality groups. Through engagement and the collation of more information and evidence, the extent of any impact can be considered further. Information which should be gathered includes:

- The views of Stakeholders on the current availability of short break services.
- The views of Stakeholders on the quality of short break services.
- The views of Stakeholders on which services should be prioritised.
- The views of Stakeholders on which services provides the greatest positive outcomes.
- Information based on what activities are most important for the

different disability groups.
<p>Have you thought about commissioning new data or research?</p> <p>Through the engagement and consultation which is being undertaken, specific information and evidence will be collated to allow us to better understand the impact of the proposed activity under CSSF 9 for service users and other stakeholders.</p>

Adverse affect on equality
<p>Age</p> <p>By virtue of the fact that children and young people are the predominate service users for the Directorate – the activity proposed under CSSF9 will have an impact on those in the protected equality group with the characteristic of age. However, from the evidence we have so far, the extent of this impact is not known; and this would be further explored through the consultation work.</p> <p>Although, other stakeholders could be from a particular age group it is envisaged that the activity proposed would not have an impact a particular age group for these.</p>
<p>Disability</p> <p>There will be children and young people who access the services as proposed under CSSF 9 who would be included in this protected equality group; however, from the evidence we have so far the extent of impact is not know if services continue to be delivered and the activity focuses on the reduction to back office functions.</p> <p>Although stakeholders may be from this protected equality group, it is envisaged that the activity proposed would not impact on any particular group in the community.</p>
<p>Gender reassignment</p> <p>For the children and young people who access the services, it is not appropriate to consider the impact of this protected equality group. However, other stakeholders and staff may be included under this protected equality group as a result of the activity proposed under CSSF 9.</p>
<p>Pregnancy and maternity</p> <p>Under CSSF 9, all children or young people who receive the services and other stakeholders could be affected by the proposed activity and could be considered in this protected equality group. It is not known at this stage what the impact would be of the proposed activity and whether this would have a</p>

<p>particular impact on one or more of the groups with this characteristic.</p>
<p>Race</p> <p>Under CSSF 9, all children or young people who receive the services and other stakeholders could be affected by the proposed activity and could be considered in this protected equality group. It is not known at this stage what the impact would be of the proposed activity and whether this would have a particular impact on one or more of the groups with this characteristic.</p>
<p>Religion or belief</p> <p>Under CSSF 9, all children or young people who receive the services and other stakeholders could be affected by the proposed activity and could be considered in this protected equality group. It is not known at this stage what the impact would be of the proposed activity and whether this would have a particular impact on one or more of the groups with this characteristic.</p>
<p>Sex (gender)</p> <p>Under CSSF 9, all children or young people who receive the services and other stakeholders could be affected by the proposed activity and could be considered in this protected equality group. It is not known at this stage what the impact would be of the proposed activity and whether this would have a particular impact on one or more of the groups with this characteristic.</p>
<p>Sexual orientation</p> <p>For the children and young people who access the services, it is not applicable or viable to consider the impact of this protected equality group.</p>
<p>Marriage & civil partnership (in relation to eliminating discrimination)</p> <p>For the children and young people who access the services, it is not appropriate to consider the impact of this protected equality group; but we could consider the impact on families who access the services. Other stakeholders may be included under this protected equality group as a result of the activity proposed under CSSF 9; therefore more work is needed to determine the extent of any impact.</p>
<p>Other identified groups (e.g. carers, different socio-economic, other groups experiencing barriers to access)</p> <p>There may be children and young people who access the services as proposed under CSSF 9 who would be included in this protected equality group; however, from the evidence we have so far – the impact of the proposals on this protected group is not known, and therefore more work is needed to understand this.</p>

Positive affect on equality
<p>1. Eliminate discrimination, harassment and victimisation</p>
<p>2. Advance equality of opportunity</p> <p>The activity proposed would ensure there is a continuation of community services provided; specifically around short break provision, ensuring the needs of the community are met.</p>
<p>3. Foster good relations (including tackling prejudice and promoting understanding between different protected groups)</p>
<p>4. Promote positive attitudes towards disabled people</p> <p>The activity proposed would ensure there is a continuation of community services provided; specifically around short break provision, ensuring the needs of the community are met.</p>
<p>5. Take account of disabled people's disabilities</p> <p>The activity proposed would ensure there is a continuation of community services provided; specifically around short break provision, ensuring the needs of the community are met.</p>

Summary of analysis
<p>The evidence we have so far would suggest that the activity proposed under CSSF 9 may have an impact on the different protected equality groups and Bedford Borough Council's equality duties to:</p> <ul style="list-style-type: none"> • advance equality of opportunity between people who share a protected characteristic and those who do not; and • foster good relationships between people who share a protected characteristic and those who do not. <p>What is not known is the extent of any impact as a result of the activity, adverse and positive, and specifically on which protected equality groups. Work needs to be done on each of the service areas under the activity proposed in order to address this in more detail. Therefore, the most appropriate course of action would be to carry onto a level 2 analysis.</p> <p>For most of the activity in CSSF 9 there are gaps in the relevant equality information preventing an evidence led analysis of the effects on equality. By completing the level 2 analysis, and through the proportionate engagement with service users, staff and other stakeholders, we can determine the impact of each, whether this is positive or adverse and any mitigating actions.</p>

Level 2 Equality Analysis

Engagement

Age

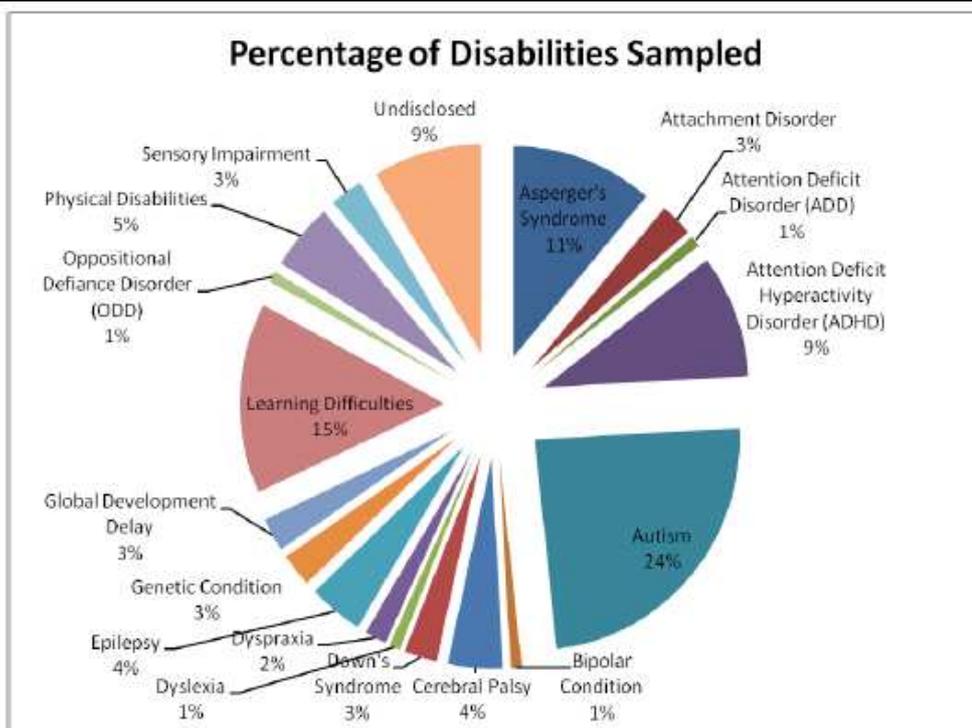
An engagement exercise was undertaken by Autism Bedfordshire and Bedford and District Cerebral Palsy Society, on behalf of Bedford Borough Council. The engagement report was commissioned to specifically seek the views of service users to enable the Council to understand how best to prioritise its resources in providing Short Breaks to children, young people and families. Engagement with groups included children and young people with disabilities, parent/carer questionnaires, focus groups, short break providers, schools and professionals. There were 106 questionnaire responses received from children and young people. In addition, there were 67 responses to the parent/carer questionnaire. There were also focus groups with parent/carers and individual meetings with providers, professionals and schools.

In addition to the specific user engagement exercise 20 responses were received via the corporate consultation. These are summarised below:

Strongly agree	2
Agree	2
Neither agree nor disagree	2
Disagree	3
Strongly disagree	11
Don't know / no opinion	0
Total	20

Disability

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Strongly agree	2
Agree	2
Neither agree nor disagree	2
Disagree	3
Strongly disagree	11
Don't know / no opinion	0
Total	20

Gender reassignment

The proposal will not change provision based on gender reassignment.

Pregnancy and maternity

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and individual meetings with providers, professionals and schools.

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WHITE	47	(72%)
MIXED	9	(14%)
ASIAN	6	(9%)
BLACK OR BLACK BRITISH	2	(3%)
Prefer not to say	0	(0%)
OTHER	1	(2%)
Base	65	100%

In addition to the specific user engagement exercise 20 responses were received via the corporate consultation. These are summarised below:

Strongly agree	2
Agree	2
Neither agree nor disagree	2
Disagree	3
Strongly disagree	11
Don't know / no opinion	0
Total	20

Religion or belief

An engagement exercise was undertaken by Autism Bedfordshire and Bedford and District Cerebral Palsy Society, on behalf of Bedford Borough Council. The engagement report was commissioned to specifically seek the views of service users to enable the Council to understand how best to prioritise its resources in providing Short Breaks to children, young people and families. Engagement with groups included children and young people with disabilities, parent/carer questionnaires, focus groups, short break providers, schools and professionals. There were 106 questionnaire responses received from children and young people. In addition, there were 67 responses to the parent/carer questionnaire. There were also focus groups with parent/carers and individual meetings with providers, professionals and schools.

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Strongly agree	2
Agree	2
Neither agree nor disagree	2
Disagree	3
Strongly disagree	11
Don't know / no opinion	0
Total	20

Sex (gender)

The proposal will not change provision based on the gender of the child, young person or members of their family.

Sexual orientation

The proposal will not change provision based on sexual orientation of the child, young person or members of their family.

Marriage & civil partnership (in relation to eliminating discrimination)

The provision will not change based on the marital status, including civil partnerships, of the family.
Other identified groups (e.g. carers, different socio-economic, other groups experiencing barriers to access)

Engagement findings
Age The table below provides a breakdown of the activities in which children from different age groups like to participate:

Table 1 Favourite indoor activities chosen from the questionnaires of the 6 children at the Annex and 7 children at Stewart House aged between 16 – 19 years.

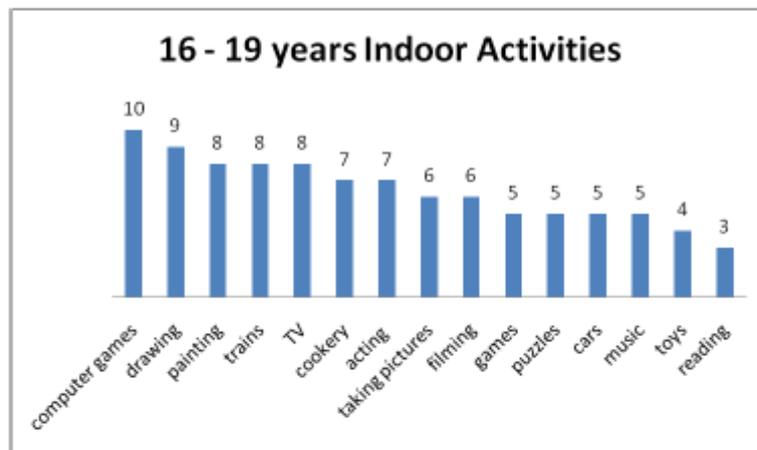


Table 2 Favourite community based activities chosen from the questionnaires of the 6 children at the Annex and 7 children at Stewart House aged between 16 – 19 years.

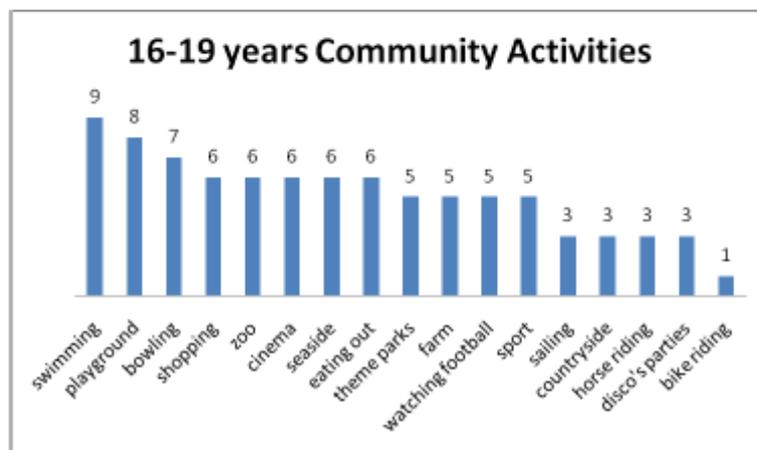


Table 3 Favourite indoor activities chosen from the questionnaires by 21 children aged 8 – 15 years at St Johns School

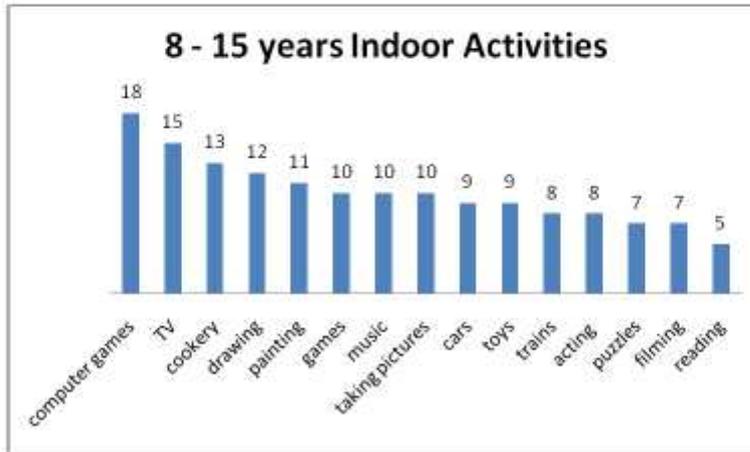


Table 4 Favourite community based activities chosen from the questionnaires by 21 young people aged 8 – 15 years at St John's School.

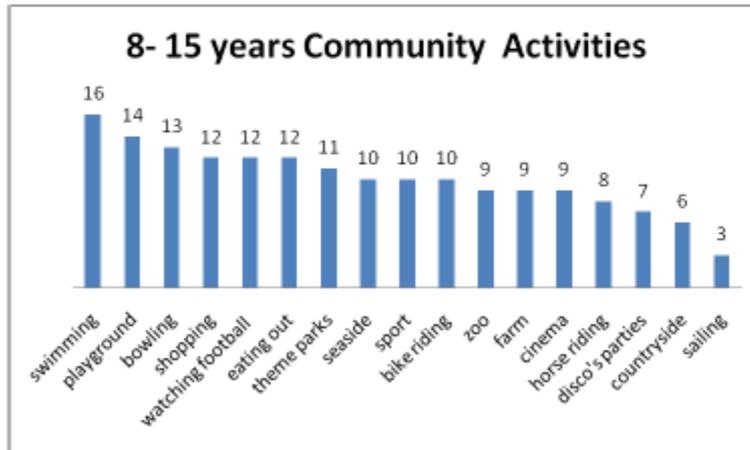


Table 5 Favourite Indoor Activities chosen from the questionnaires by 19 children aged 8- 11 years from Grange School.

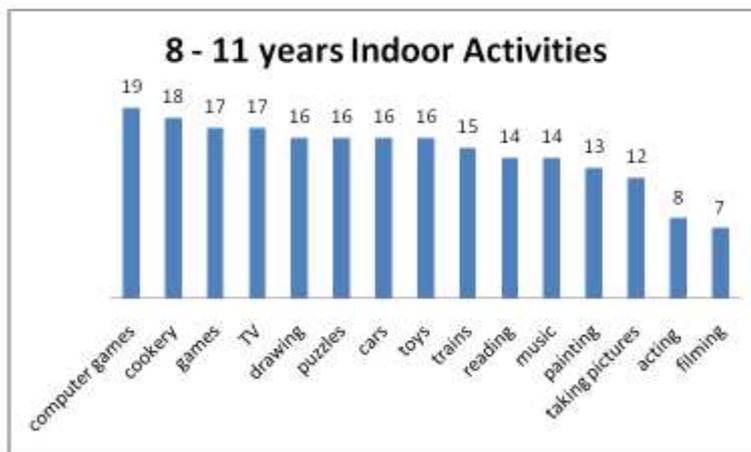


Table 6 Favourite indoor activities chosen from the questionnaires by 41 children aged 12-15 years from Grange School.

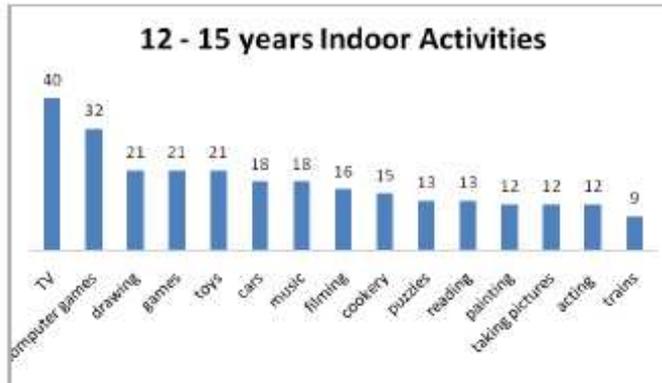


Table 7 Favourite community based activities chosen from the questionnaires by 19 children aged 8- 11 years from Grange School.

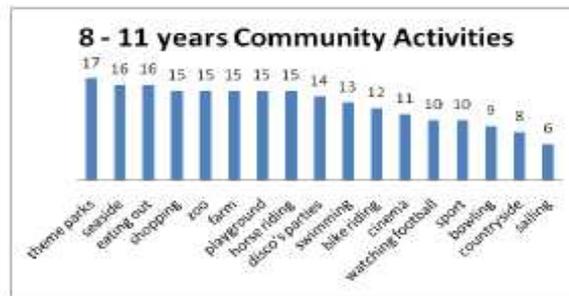


Table 8 Favourite community based activities chosen from the questionnaires by 41 children aged 12 - 15 years from Grange School.

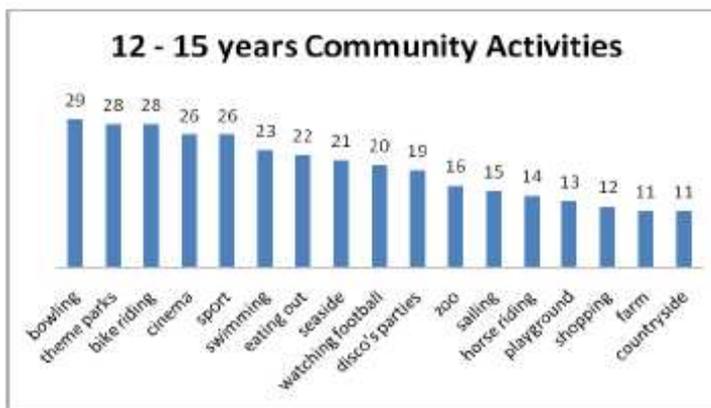


Table 9 Favourite indoor activities chosen from the questionnaires by 12 children aged 10 – 18 years from Ridgeway School

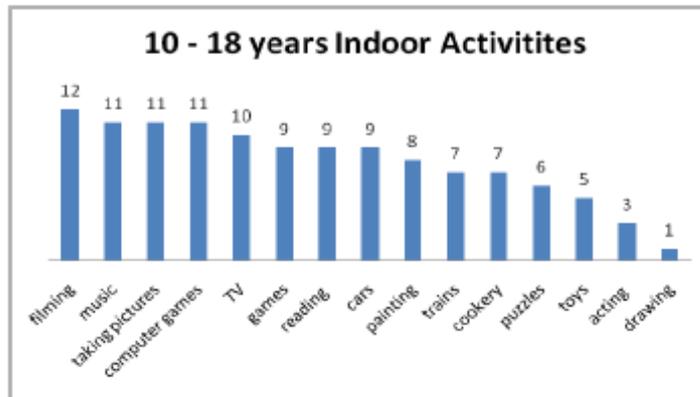
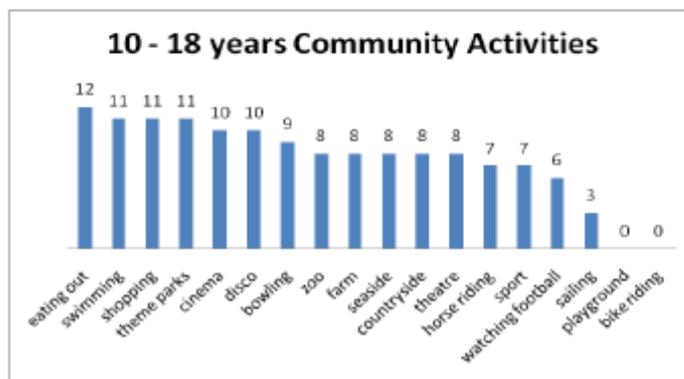
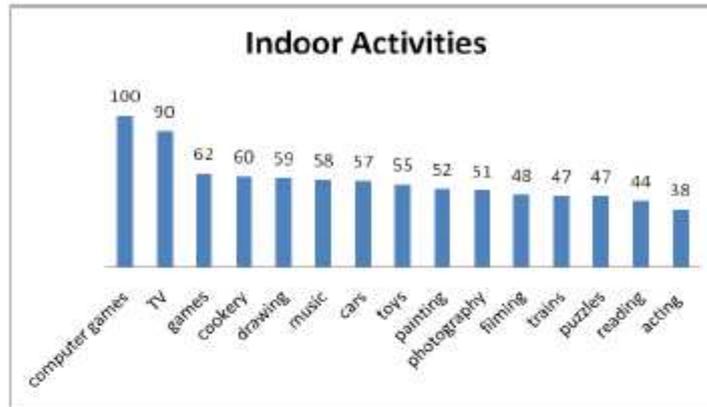


Table 10 Favourite community based activities chosen from the questionnaires by 12 children aged 10 – 18 years from Ridgeway School



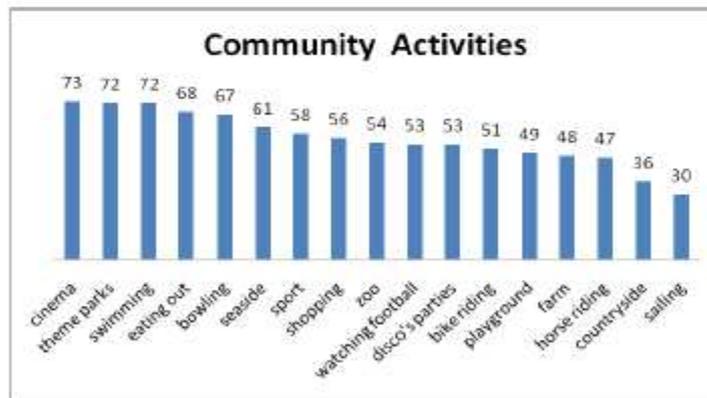
Looking at all 106 questionnaires, the overall favourite activities are as follows:-

Table 11 Favourite indoor activities chosen from the questionnaires by all 106 children aged between 8 – 19 years



Whilst computer and TV seem to be the most popular for all, there is still a big interest in indoor games, cookery, drawing and music, cars, toys, painting and photography.

Table 12 Favourite community based activities chosen from the questionnaires by all 106 children aged between 8 – 19 years



With the exception of watching TV and the computer, community based activities seem to be more popular than most on site activities with cinema, theme parks and swimming being the top three. Eating out, bowling and going to the seaside were also very popular.

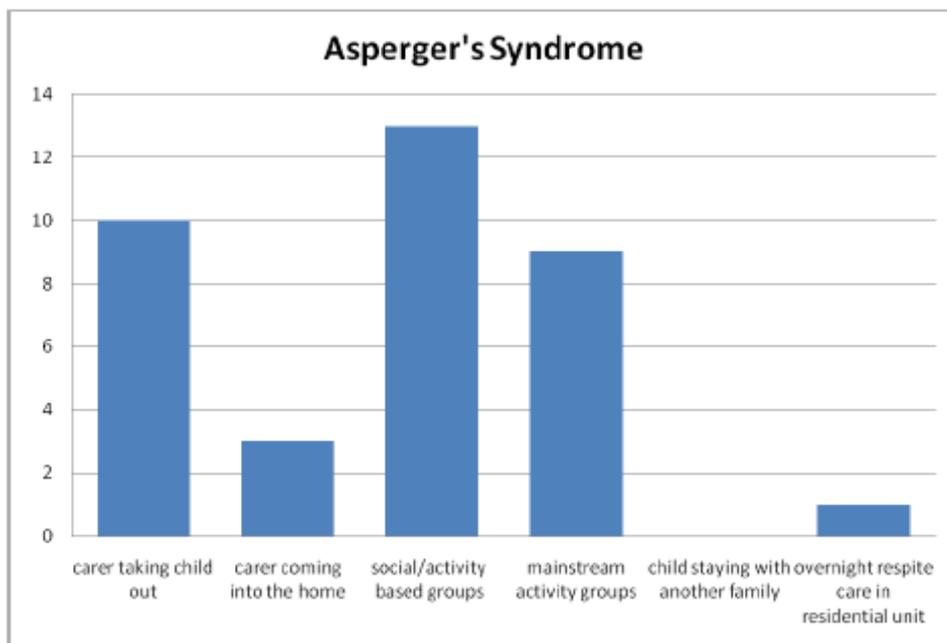
The two charts show clearly that children enjoy a range of activities and demonstrate the importance of a balanced programme where children have the opportunity to try new activities and continue to do the activities that they enjoy.

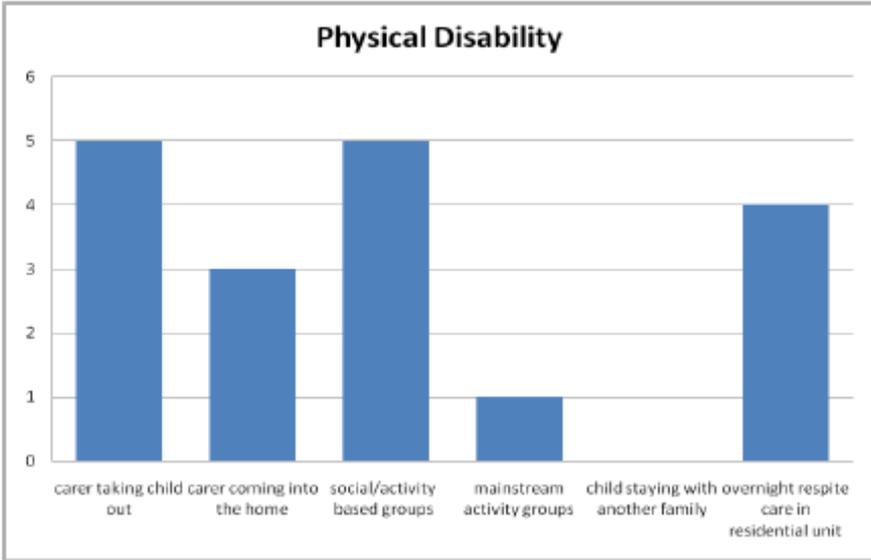
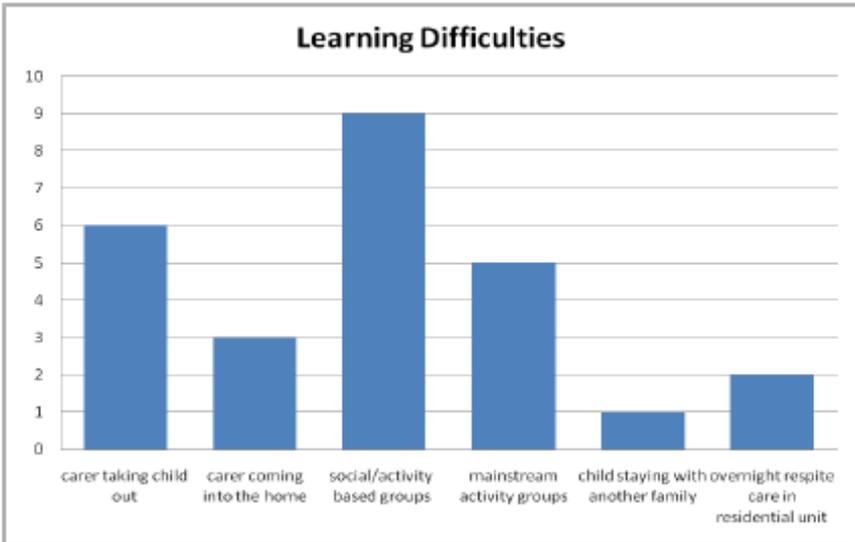
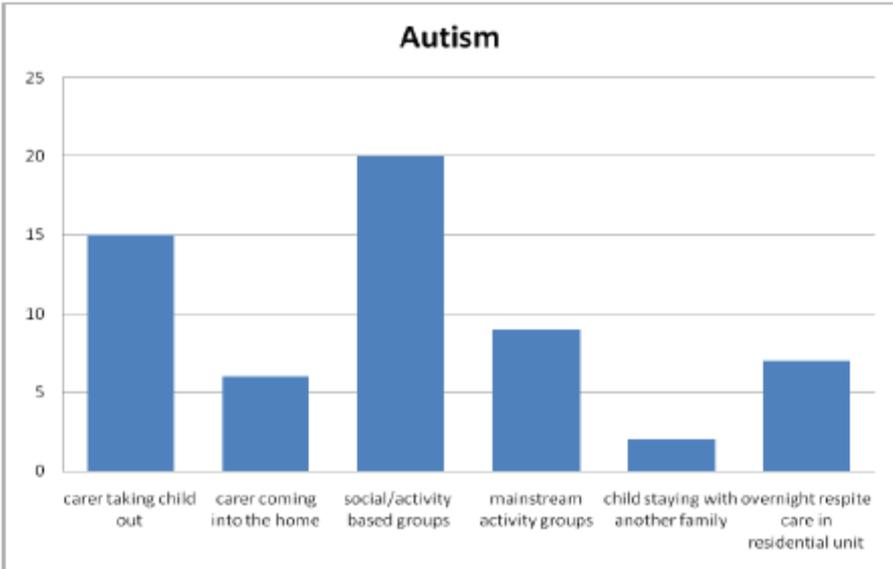
In addition to the specific user engagement exercise 20 responses were received via the corporate consultation. These are summarised below:

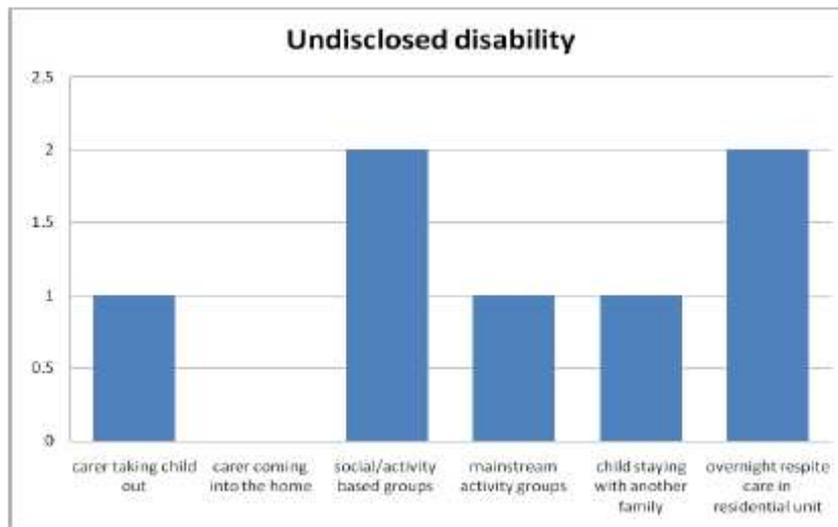
Strongly agree	2
Agree	2
Neither agree nor disagree	2
Disagree	3
Strongly disagree	11
Don't know / no opinion	0
Total	20

Disability

The table below provides a breakdown of the activities in which children with differing disabilities like to participate (please note where less than 5 children have been recorded as having a particular disability, these have not been included in the tables below for Data Protection reasons):







The majority of responses received prioritised social/activity based groups and having a carer take their child out into the community.

In addition to the specific user engagement exercise 20 responses were received via the corporate consultation. These are summarised below:

Strongly agree	2
Agree	2
Neither agree nor disagree	2
Disagree	3
Strongly disagree	11
Don't know / no opinion	0
Total	20

Gender reassignment

The proposal will not change provision based on gender reassignment.

Pregnancy and maternity

No adverse impacts have been identified through the engagement exercise that has been undertaken.

Race

No adverse impacts have been identified through the engagement exercise that has been undertaken.

Religion or belief

No adverse impacts have been identified through the engagement exercise that has been undertaken.

Sex (gender)

<p>The proposal will not change provision based on the gender of the child, young person or members of their family.</p>
<p>Sexual orientation</p> <p>The proposal will not change provision based on sexual orientation of the child, young person or members of their family.</p>
<p>Marriage & civil partnership (in relation to eliminating discrimination)</p> <p>The provision will not change based on the marital status, including civil partnerships, of the family.</p>
<p>Other identified groups (e.g. carers, different socio-economic, other groups experiencing barriers to access)</p> <p>The engagement exercise did identify that families with more than one child can find it more difficult to prioritise the needs of their other children when also having to care for a disabled child.</p> <p>The engagement exercise did identify that the parent/carer of a disabled child may be adversely affected if the short break services provided to children with disabilities is reduced.</p>

<p>Analysis of engagement</p>
<p>What further adverse impact on each protected equality group was identified?</p> <p>The groups which may be adversely affected by the changes are:</p> <ul style="list-style-type: none"> • children/young people with disabilities • parents/carers who care for children with disabilities <p>Concerns were raised through the corporate consultation with regard to vulnerable families and children being more disadvantaged. Specifically leading to family breakdown, anti-social behaviour and criminal problems.</p> <p>Concerns were raised through the consultation process that this may impact on working families and single mothers. It was noted that the reduction in grant may result in a reduction of childminders, which is one of the ways in which parents/carers can access short break services. It was noted that research has been undertaken which identifies that childminding schemes can save local authorities money, but providing support services at an earlier stage to avoid higher interventions by departments such as social services.</p> <p>Childrens' Centres and Home Start were also mentioned in the online response form; however these services are outside the scope of the funding reduction to short break services and have therefore not been included in the analysis.</p>

If the activity is likely to have a negative impact, what are the reasons?

Through the user engagement process it has been possible to identify those areas which should be prioritised when commissioning services for families with children with disabilities and therefore prioritise its resources more effectively. Through effective commissioning it is considered that it will be possible to continue to deliver a similar level of service, although the delivery model may be slightly different, to ensure that the Council continues to meet its statutory obligations and continues to support families.

What does your activity currently do to address the issues highlighted by engagement?

Short Breaks Services have been defined as services that give:

- Children and young people with disabilities enjoyable experiences away from their primary carers, thereby contributing to their personal and social development and reducing social isolation
- Parents and families a necessary and valuable break from caring responsibilities

Short Breaks Services can include day-time or overnight care in the homes of children with disabilities or elsewhere, educational or leisure activities outside their homes, or services available to assist carers in the evenings, at weekends and during the school holidays.

Following the engagement exercise, it is clear the parents/carers, children and young people prioritise certain activities above others, for example prioritising social/activity based activities. Through effective commissioning it is considered that it will be possible to continue to deliver a similar level of service, although the delivery model may be slightly different, to ensure that the Council continues to meet its statutory obligations and continues to support families.

What practical changes will help reduce any adverse impact on the relevant protected equality groups?

- The commissioning service will continue to commission short break services for families with children with disabilities.
- The commissioning service will make efficiency savings through back office functions and co-ordinate the delivery of short breaks more effectively, which will minimise the impact of the reduction in the Early Intervention Grant on front line services.

What are the resource / budget implications of these actions?

There are no resource implications beyond the current budget levels.

What will be done to improve access to, and take-up of, services and understanding your activity by relevant protected equality groups?

- The short breaks statement which has been developed highlights Bedford Borough Council's commitment to continuing to provide short break services to residents of Bedford Borough. This has been subject to a separate equality analysis.
- The short breaks statement has been published on Bedford Borough Council's website.
- The eligibility criteria for access to these services are also going to be included in the Child in Need procedures.
- A commissioning manager for short breaks has been employed to ensure that the services which the Council provides are commissioned effectively and efficiently and that families are aware of how these services can be accessed.

What impact will the activity have on helping different groups of people to get on well together and foster good relations?

- The services provided will enable children with disabilities to have more opportunity to access community based activities.
- The services provided will enable children with disabilities to integrate into different areas of the community enabling greater understanding of the needs of children with disabilities and will assist in people getting on well together and fostering good relations.

What can you do to advance equality and eliminate discrimination when you procure goods and services?

Continue to follow the corporate procurement policies and procedures.

How will the activity meet the different needs of relevant protected equality groups?

The services commissioned will be in line with the findings of the user engagement exercise and will therefore be responding to the needs of those people who have responded to the engagement process.

What risk to equality / adverse impact would there be if your activity was **not** implemented?

If the proposed activity was not implemented there would be a risk that the Council would not be fulfilling their statutory role to provide short break services.

Analysis Findings

Analysis findings

It is apparent from the user engagement exercise that has been undertaken that there is a need for short break services within Bedford Borough. The groups most likely to be affected by any changes in funding are:

- children/young people with disabilities
- parents/carers who care for children with disabilities

No major change required - Through the user engagement process it has been possible to identify those areas which should be prioritised when commissioning services for families with children with disabilities and therefore prioritise its resources more effectively. Through effective commissioning it is considered that it will be possible to continue to deliver a similar level of service, although the delivery model may be slightly different, to ensure that the Council continues to meet its statutory obligations and continues to support families.

Monitoring and review

It is proposed that the short breaks service statement and implementation is monitored on a yearly basis.

Action plan

Issues	Actions	Target date	Lead	Resources required
Adverse impact	Monitor the implementation of the short breaks statement	September 2012	Ben Palmer	None above existing
Opportunities to advance equality and foster good relations	Develop links with service users and providers through existing forums and consider developing a service user forum	April 2012	Ben Palmer	None above existing
Engagement and involvement	Undertake extensive consultation when proposing changes to the short breaks statement	N/A	Ben Palmer	None above existing
Dissemination of analysis	Publish information on Bedford Borough's website and disseminate findings from stakeholder engagement exercises	April 2012	Ben Palmer	None above existing
Equality information, data and evidence	Consider ways in which data can be collated and cross referenced with data which currently exists within the Council	April 2012	Ben Palmer	None above existing



Sign off

Name of Executive or Assistant Director: Simon Westwood

Date: 24 November 2011

Review date: April 2012