

Part A

Initial Impact Assessment

Proposal name

Emergency Overnight Short Breaks

Brief aim(s) of the proposal and the outcome(s) you want to achieve

This is a proposal for a commissioning strategy detailing the provision of emergency overnight short breaks for people over 16 years old with learning disabilities and/or autism, who display behaviours of distress, including those with a mental health condition. Emergency Overnight Short Breaks (EONSB) provision supports people requiring emergency respite due to a placement breakdown, usual carers being unavailable to provide support or to facilitate hospital discharges with a focus on providing the individual with the skills to move on to a permanent placement.

These are individuals who may:

- Display behaviours of distress where the frequency and intensity require highly skilled intervention from support staff or carers.
- Pose substantial current risks to themselves or others. Past risks may have resulted in considerable physical or sexual harm and for example have resulted in hospitalisation of the individuals or others.
- Have a history of offending requiring skilled support to mitigate risk associated behaviours.
- Have experienced multiple placement breakdowns in the community and deemed by social care to require specialist provision.

There are a significant number of high-cost packages for people with a Learning Disability/Autism who exhibit behaviours of distress and/or other co-existing issues. This places the person at a higher level of risk than can be managed in a traditional respite setting. In addition, developing supply to meet needs in an emergency for people who require an enhanced level of support will aid the ASC Future Options Team in finding the most appropriate form of support for people with complex needs and their informal carers.

This commissioning strategy describes how future provision will bring quality and costs under more control and will allow the Council to purchase more precisely specified support services for people with complex needs. This would enable the Council to better meet its statutory duties under the Care Act (2014) by widening the market to meet a range of needs and to meet the current demand.

Proposal type

Budget non-Budget

If Budget, is it Entered on Q Tier?

Yes No

If yes what is the Q Tier reference

Year of proposal (s)

21/22 22/23 23/24 24/25 other

Decision Type

- Committee (e.g. Health Committee)
- Leader
- Executive Director/Director
- Officer Decisions (Non-Key)
- Council (e.g. Budget and Housing Revenue Account)
- Regulatory Committees (e.g. Licensing Committee)

Lead Committee Member

Angela Argenzio

Lead Director for Proposal

Alexis Chappell

Person filling in this EIA form

Richard Johnson

EIA start date

23/11/2023

Equality Lead Officer

- Ed Sexton
- Adele Robinson
- Louise Nunn
- Bashir Khan
- Rabena Sharif
- Beverley Law
- Richard Bartlett

Lead Equality Objective

<input type="radio"/> Understanding Communities	<input type="radio"/> Workforce Diversity	<input type="radio"/> Leading the city in celebrating & promoting inclusion	<input checked="" type="radio"/> Break the cycle and improve life chances
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Portfolio, Service and Team

Lead Portfolio

People Services

Is this Cross-Portfolio?

- Yes
- No

Is the EIA joint with another organisation (eg NHS)?

- Yes
- No

Please specify

Consultation

Is consultation required?

- Yes No

If consultation is not required please state why

The views of the people receiving emergency overnight short breaks:

The views of this cohort of people were gathered during the Chance to Choose engagement sessions by Healthwatch and Disability Sheffield. The participants highlighted that the current respite offer does not meet their needs. For many people who have had negative experiences they see respite care as somewhere to be 'stuck in' for a while, that isn't fit for what they want or need. People and families report feeling unsafe and that their standard of care drops when using respite.

Existing and Potential Providers

Provider events have been held with enhanced supported living providers to gather their appetite and views regarding setting up an emergency overnight short breaks service. The outcomes of these have fed into the Form 2 and the options appraisal.

Assessment and Care Management

An emergency overnight short breaks steering group has been set up where ASC social workers, team managers and service managers from the Future Options teams and SCC inhouse provider services have been involved in discussing the options outlined in the form 2.

Are Staff who may be affected by these proposals aware of them?

- Yes No

Are Customers who may be affected by these proposals aware of them?

- Yes No

If you have said no to either please say why

Some of the customers may have learning disability, which may impact their ability to understand and make decisions about these proposals. People who will be affected by these proposals will be communicated with at a later stage and will be involved as much as possible. They will be offered the support of their carers, families, and advocates (if appropriate) to gather their views, wishes and feelings about decisions being considered regarding their care.

Initial Impact

Under the [Public Sector Equality Duty](#) we have to pay due regard to the need to:

- eliminate discrimination, harassment and victimisation
- advance equality of opportunity
- foster good relations

For a range of people who share protected characteristics, more information is available on the [Council website](#) including the [Community Knowledge Profiles](#).

Identify Impacts

Identify which characteristic the proposal has an impact on tick all that apply

<input checked="" type="radio"/> Health	<input checked="" type="radio"/> Transgender
<input checked="" type="radio"/> Age	<input checked="" type="radio"/> Carers
<input checked="" type="radio"/> Disability	<input checked="" type="radio"/> Voluntary/Community & Faith Sectors
<input type="radio"/> Pregnancy/Maternity	<input checked="" type="radio"/> Partners
<input checked="" type="radio"/> Race	<input checked="" type="radio"/> Cohesion
<input checked="" type="radio"/> Religion/Belief	<input checked="" type="radio"/> Poverty & Financial Inclusion
<input checked="" type="radio"/> Sex	<input type="radio"/> Armed Forces
<input type="radio"/> Sexual Orientation	<input type="radio"/> Other

Cumulative Impact

Does the proposal have a cumulative impact?

- Yes No

<input checked="" type="radio"/> Year on Year	<input type="radio"/> Across a Community of Identity/Interest
<input type="radio"/> Geographical Area	<input type="radio"/> Other

If yes, details of impact

The commissioning strategy will enable the Council to work with providers to meet statutory needs under the Care Act. Providers will be required to maximise individuals' wellbeing and ability to meet their outcomes.

Does the proposal have a geographical impact across Sheffield?

- Yes No

If Yes, details of geographical impact across Sheffield

Future services will be delivered across the City.

Local Area Committee Area(s) impacted

- All Specific

If Specific, name of Local Committee Area(s) impacted

Future services will be delivered across the City.

Initial Impact Overview

Based on the information about the proposal what will the overall equality impact?

This proposal for the provision of emergency overnight short breaks will enable the Council to work with providers to meet statutory needs under the Care Act.

This emergency overnight short breaks commissioning strategy will offer a choice of options that meets people's needs, aspirations and outcomes whilst receiving support in the least restrictive setting. This will enable people to overcome barriers to full participation in their local community. Different models of coproduction / collaboration will be used in the procurement of complex needs support involving the individuals and their families and / or circles of support/advocates. This will ensure that people have a voice, and their individual needs are considered as part of the assessment of needs and support planning of their future care and support services. We will ensure that people are supported to remain in Sheffield rather than looking to place people out of authority with this proposal, where they will be supported to have a connection and feel part of their local community, and where they feel safe and welcome.

Is a Full impact Assessment required at this stage? Yes No

If the impact is more than minor, in that it will impact on a particular protected characteristic you must complete a full impact assessment below.

Initial Impact Sign Off

EIAs must be agreed and signed off by an Equality lead Officer. Has this been signed off?

Yes No

Date agreed

Name of EIA lead officer

Part B

Full Impact Assessment

Health

Does the Proposal have a significant impact on health and well-being (including effects on the wider determinants of health)?

Yes No *if Yes, complete section below*

Staff

Yes No

Customers

Yes No

Details of impact

This proposal for the provision of emergency overnight short breaks will enable the Council to work with providers to meet statutory needs under the Care Act. The provision of emergency short breaks in a safe place will enable people to baseline and be assessed for any future health needs. The proposal outlines how improvements to the emergency short breaks offer will mean that services are more accessible to people with a learning disability/autism, aiming to improve health & well-being, and redress the current imbalance in health inequalities. Good quality health and social care services with staff trained in learning disabilities/autism and with the correct reasonable adjustments will have a positive outcome for both people and staff.

Comprehensive Health Impact Assessment being completed

Yes No

Please attach health impact assessment as a supporting document below.

Public Health Leads has signed off the health impact(s) of this EIA

Yes No

**Name of Health
Lead Officer**

Age

Impact on Staff

Impact on Customers

Yes No Yes No

Details of impact

This proposal for the provision of emergency overnight short breaks will develop the respite offer for people with complex support needs and the quality of person-centred support and outcome based care planning. This will ensure that people aged 16 and over with a learning disability and /or Autism, mental illness and complex needs will increase their chances of accessing suitable provision to meet their needs in Sheffield. This proposal will also look to improve the experience and support young people receive when transitioning from children to adult services.

Disability

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Emergency overnight short breaks provide a short to medium term support and accommodation option for individuals in crisis and/or experiencing a breakdown in care and support, where carers are unable to provide support for any reason, or to facilitate hospital discharges with a focus on equipping the individual with the skills to move on to a permanent placement.

Emergency overnight short breaks provides people and their carers with the best opportunity to sustain their main support arrangement and continue to develop independence, access social and community networks and achieve positive life and health outcomes. This provision will support people in the least restrictive settings available and increase the chances of receiving this support in Sheffield closer to their support network.

Pregnancy/Maternity

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

These services will not be aimed specifically at people who are pregnant. Providers will be expected to ensure that individuals who are being supported by them are accessing the appropriate health care support. Providers will be expected have the appropriate terms and conditions for their employees. Providers will be expected to have the appropriate regard for employee health and welfare.

Race

Impact on Staff

Impact on Customers

Yes No Yes No

Details of impact

In terms of the demographics who are currently receiving services, most users are White British/other (80%). This broadly reflects the demographic of the Sheffield population (81%) as identified in the 2011 census.

In terms of proportion, the next most significant ethnicity is Asian/British Asian Pakistani (3%). Again, this reflects the demographic of the Sheffield population (4%), as identified in the 2011 census.

Available data on the Sheffield City Council Data Hub in relation to emergency overnight short breaks has significant gaps and is not currently reflective of the actual demand for services. Therefore, it would be difficult to accurately forecast the impact on people of different races prior to the setup of any service provision.

However, as part of the process of developing emergency overnight short breaks provision, this will enable SCC to properly evaluate the capability of providers to deliver culturally appropriate services for people with complex needs. Also, part of this process will include engaging with providers to consider how to engage with people from underrepresented communities and to meet specific needs and outcomes of certain groups of people with complex needs and from different race and ethnicities.

Religion/Belief

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

The process of developing emergency overnight short breaks provision will enable SCC to properly evaluate the capability of providers to deliver appropriate services for people with complex needs in accordance with their religious beliefs. Part of this process will include engaging with providers to consider how best to support peoples religious and cultural beliefs and to meet specific needs and personal outcomes.

Sex

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

According to information on SCC's social care database, the gender profile of people who receiving service varies:

- The population of people who have a Learning Disability are predominantly male. This is particularly in the 25-34 cohort.
- The population of people who have a Mental Health illness are likely to be both male and female
- The population of people who have been defined as having a Physical Disability are predominantly male, particularly in the 45-54 & 55-64 age categories.

Providers will be expected to deliver appropriate care and support to individuals of any gender/sex. If individuals have preferences, for example with the gender of staff who deliver personal care, we expect providers to work with the individual to take this on board.

Sexual Orientation

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

More information needs to be gathered on this issue.

According to the Adult Social Care database, there is a high proportion of service users who have not provided this information (34%) or who have declined to state (7%). Of the service users who have stated a preference, the majority (21%) have stated that they are heterosexual.

According to the ONS Annual Population Survey, the proportion of the UK population over 16 identifying as heterosexual is 93.7% in 2019.

This is an area of work which needs to be further developed.

Providers will be required to deliver care and support in an appropriate manner, in accordance with the wishes of the service user.

Gender Reassignment (Transgender)

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

This is an area where the Council needs to improve its data gathering.

Providers will be expected to deliver care in an appropriate manner in accordance with the wishes of the service user. Providers will be able to develop services to meet demand, for example, ensuring safe spaces.

Providers will be expected to support their staff through any processes.

Carers

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

The procurement will aim to ensure services continue to provide vital respite to carers, as well as good quality support to individuals with complex needs.

The aim is to improve the choice and diversity of care which is offered and increase the quality and supply of emergency overnight short breaks in Sheffield. Providers will be expected to work with the MDT and family/advocates for an individual, as well as with other providers who are involved. The aim is for a more holistic approach to the individual.

Voluntary, Community & Faith sectors

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Some providers might be from the VCF sector. This would lead to an increase in business as the people affected are likely to be receiving emergency overnight short breaks in Sheffield as the capacity of this provision increases.

All providers can be considered for the provision of emergency overnight short breaks. However, due to the high level of support that this cohort of people require, in addition to the high level of training and skills that staff would require, it may somewhat limit smaller providers due to the increased resource needed.

Partners

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

As part of the development of emergency overnight short breaks provision, we are aiming to strengthen the market, but also develop ways of enabling providers to work more effectively. This will hopefully enable providers to have a more sustainable business and reduce the risk of provider failure.

Providers will be expected to work closely with a Multi-Disciplinary Team and Adult Safeguarding Forums for the individual.

Providers will also be expected to work closely with the other providers and support for the individual (family, friends).

Cohesion

Staff

Yes No

Customers

Yes No

Details of impact

We will encourage providers to promote inclusion as much as possible.

We will encourage providers to make use of existing community locations as much as possible. People with disabilities are part of the wider community and should be included as much as possible.

Providers will be required to make links with groups and activities which are operating in the immediate area, as much as possible. This will help to ensure that people with disabilities can be part of a wider community where possible. It will also help to reduce transport costs, and the environmental impact of travel.

Poverty & Financial Inclusion

Impact on Staff

Yes No

Impact on Customers

Yes No

Please explain the impact

The provision of emergency overnight short breaks will strengthen family resilience and support recovery. The use of the emergency overnight short breaks will ensure fairness as people will get the most from personal budgets and receive support to manage their own budget more flexibly (e.g., Direct Payment or an ISF) as they are supported to plan move on options.

We want to enable people to live as independently as possible. A key part of this is enabling people to manage their finances and housing arrangements as effectively as possible. As part of any move on plans from emergency overnight short breaks, we would expect providers to signpost service users to advice services in Sheffield, to ensure that income is maximised and help people access universal services and community-based support, including opportunities to work.

Armed Forces

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

No direct or significant impact is anticipated.

Other

Please specify

Impact on Staff

Yes No

Impact on Customers

Yes No

Details of impact

Action Plan and Supporting Evidence

What actions do you need to take following this EIA?

The purpose of this report is to seek approval for the commissioning strategy to improve the Emergency Overnight Short Breaks provision in Sheffield.

Health:

To ensure that the providers deliver the appropriate care, they will be required to be registered with the appropriate regulatory body, such as the CQC (if required). These providers will be monitored by the CQC, SCC's Quality and Performance team, and also the relevant case manager.

Age:

To ensure that service providers deliver the appropriate quality of care to adults of all ages, we will be monitoring these services accordingly.

Sex:

To ensure that service providers deliver the appropriate quality of care to adults of all ages, we will be monitoring these services accordingly.

Disability:

We will ensure that providers are delivering care and support to a range of needs. We will ensure providers have the appropriate training plans & procedures in place to deliver this.

Pregnancy and Maternity:

Providers will be expected to have the appropriate contracts in place with their staff. This will form part of the monitoring process.

Race/Ethnicity

Providers will be monitored by the Council's Quality and Performance team. We will work with providers to develop new ways of working to engage with seldom heard groups.

Religion/Belief

Providers will be monitored by the Council's Quality and Performance team.

Sexual Orientation

Providers will be monitored by the Council's Quality and Performance team.

Gender reassignment

Providers will be monitored by the Council's Quality and Performance Team.

Poverty & Financial Inclusions

Providers will be monitored by the Council's Quality and Performance Team

Cohesion

Providers will be monitored by the Council's Quality and Performance Team.

Partners

Providers will be monitored by the Council's Quality and Performance Team.

What evidence have you used to support the info in the EIA?

Detail any changes made as a result of the EIA

SCC recognise the lack of available data regarding this type of service provision. Therefore, SCC will look to address and record the data of people accessing emergency overnight short breaks going forward.

Following mitigation is there still significant risk of impact on a protected characteristic. Yes No

If yes, the EIA will need corporate escalation? Please explain below

Sign Off

EIAs must be agreed and signed off by an Equality lead Officer. Has this been signed off?

Yes No

Date agreed

Name of EIA lead officer

Review Date