



Section 4

Equality Analysis Toolkit

For Decision Making Items

Promoting Single-Handed Care for Older
Adults and Adults with Physical Disabilities

14th November 2018

Question 1 - What is the nature of and are the key components of the proposal being presented?

The council's home care service, also known as domiciliary care, provides personal care and support, such as washing or dressing, and helps with cooking, preparing meals or other domestic support, to people eligible under the Care Act 2014 so they can remain independent and continue living at home.

In Lancashire, over 800 older adults, or people with physical disabilities, currently receive home care visits from more than one care worker, often to enable the moving and handling of the person they are supporting. This is often called double-handed care.

Several other councils have achieved positive outcomes by reducing double-handed home care through occupational therapy intervention. This includes person-centred functional assessments and risk assessments and sometimes the prescribing of the latest moving and handling equipment. It can lead to the withdrawal of more than one paid care worker, as part of a revised care and support plan, and evidence from other councils suggests this can be achieved in 30% to 40% of cases.

It is, therefore, proposed that a project to promote single-handed care is introduced to deliver the following three key benefits:

- Impact on service users – people would have a better experience of care because it would be more personalised and dignified
- Impact on the workforce – it would release much needed care worker capacity in a market that has staff recruitment and retention challenges
- Impact on the council's costs – single-handed care visits cost half as much as double-handed care visits.

There would be a phased approach to implementation with the first phase prioritising reviews of existing cases and a second phase focussing on developing current pathways, so new double-handed care cases are minimised for people receiving reablement or home care.

Question 2 - Scope of the Proposal

Is the proposal likely to affect people across the county in a similar way or are specific areas likely to be affected – e.g. are a set number of branches/sites to be affected?

The proposal will be implemented in the same way across the County, and as such will apply to all people aged 18+ who are currently receiving double-handed care, and those people who are newly in receipt of support at this level.

Unsurprisingly given the population profile of Lancashire, more people currently receive double-handed care in Central Lancashire than East Lancashire and North Lancashire, and the same is true of East Lancashire when compared to North Lancashire.

Work will be undertaken and officers will engage with domiciliary care providers on the Lancashire Home Care Framework in the same way across the County. The impact on individual providers may differ depending on the volume of people they support who are initially identified as needing more than one carer to deliver their care; however the impact will be to release capacity back into the market for use by another person in need of care and support.

There may be some geographical phasing, meaning that some areas could be prioritised over others. This is because one of the above expected key benefits, is to release care worker capacity in the local home care market, so it would be prudent to focus in the first instance on any areas where sourcing home care is presenting more of a challenge than other areas. This would need to be judged based on any particular demand pressures evident at the time.

Question 3 – Protected Characteristics Potentially Affected

Could the proposal have a particular impact on any group of individuals sharing protected characteristics under the Equality Act 2010, namely:

- Age
- Disability including Deaf people
- Gender reassignment
- Pregnancy and maternity

- Race/ethnicity/nationality
- Religion or belief
- Sex/gender
- Sexual orientation
- Marriage or Civil Partnership Status

And what information is available about these groups in the County's population or as service users/customers?

There are over 800 older adults or adults with physical disabilities in Lancashire currently in receipt of double-handed care. In addition to this, on average another 56 new double-handed care packages are commissioned each month.

Care at this level does not apply solely to one specific group of individuals sharing protected characteristics under the Equality Act, or to people in any specific area of Lancashire. Nevertheless, as home care services are only funded by the council where a person meets the national eligibility criteria under the Care Act 2014, the proposal would particularly impact on people whose needs arise from, or are related to, a physical or mental impairment or illness.

The impact for those people who will come under this proposal is expected to be a positive benefit, as the proposal is around enabling people to receive care in a way that is least restrictive and promotes their independence and dignity.

Question 4 – Engagement/Consultation

How have people/groups been involved in or engaged with in developing this proposal?

Public consultation is not required within this proposal.

People who are in receipt of double-handed care will be consulted on an individual basis because the county council's approach to assessment, care and support planning and review puts the person at the centre of those processes to understand their needs and outcomes.

Initial discussions have been held with a small number of interested domiciliary care providers to raise awareness of the proposal, the evidence base for it, and the actions that would be needed to progress. The proposal is to be implemented initially with this small group of providers, alongside engaging with and taking forward the proposals with all other providers on the Lancashire County Council Homecare Framework.

Discussion will also take place to raise awareness at the regular domiciliary care provider forum with Lancashire County Council.

Question 5 – Analysing Impact

Could this proposal potentially disadvantage particular groups sharing protected characteristics and if so which groups and in what way? This pays particular attention to the general aims of the Public Sector Equality Duty:

- To eliminate unlawful discrimination, harassment or victimisation because of protected characteristics;
- To advance equality of opportunity for those who share protected characteristics;
- To encourage people who share a relevant protected characteristic to participate in public life;

- To contribute to fostering good relations between those who share a relevant protected characteristic and those who do not/community cohesion;

For some people who may have been in receipt of double-handed care for some time, there may be some initial anxiety and reluctance to have their care delivered in a different way. Case studies will be developed to promote the positive impact that safely reducing from more than one carer has, and every care will be taken to minimise any anxiety an individual may have.

For most people, it is anticipated that the engagement and experience will be positive from the outset.

For some people, adaptation work will be required to their home in order to provide the most appropriate piece of equipment that will support their dignity, safety and independence. Occupational Therapists will remain in contact with individuals to ensure that they are appropriately supported during this time.

It should be emphasised that the individual assessment or review process will ensure that care and support planning decisions are taken on case-by-case basis to ensure a personalised approach, and that single-handed care visits will only replace double-handed care visits where it is safe and appropriate to do so, as determined by an individual risk assessment, and the person's eligible needs and outcomes would still be met.

For the providers, Lancashire County Council will work with them to ensure that their staff have an awareness of what promoting single-handed care means in practice, provide relevant training on single handed-care, and continue to engage with the sector as the project and those begin to embed into 'business as usual'.

For some people there may also be a positive financial impact, as dependent upon their circumstances they may have a reduced assessed financial contribution due to receiving a lower number of hours of care by having one carer rather than two.

Question 6 – Combined/Cumulative Effect

Could the effects of this proposal combine with other factors or decisions taken at local or national level to exacerbate the impact on any groups?

No imminent changes have been identified at this stage which may impact adversely. It is expected that people will have a better experience of care.

Question 7 – Identifying Initial Results of Your Analysis

As a result of the analysis has the original proposal been changed/amended, if so please describe.

No changes or amendments are suggested following a review of the impact.

Question 8 - Mitigation

Will any steps be taken to mitigate/reduce any potential adverse effects of the proposal?

Mitigation will be through the assessment, support planning and review processes. Included in this will be the completion of functional assessments and risk assessments by a qualified Occupational Therapist with the skills to determine the appropriateness of providing single-handed care. Additionally, specific single-handed care training will be commissioned from an organisation that specialises in safe moving and handling and the training will be provided to occupational therapists and key staff employed by home care providers. Where it is professionally judged that the provision of single-handed care would have a significant impact on a person's wellbeing, double-handed care visits will continue.

Question 9 – Balancing the Proposal/Countervailing Factors

This weighs up the reasons for the proposal – e.g. need for budget savings; damaging effects of not taking forward the proposal at this time – against the findings of the analysis.

There is an evidence base that promoting single-handed care results in financial savings for the Council, improved dignity and independence for the individual and can release capacity into the home care market.

Within the level of savings to be made by Lancashire County Council, this proposal would realise circa £2.245 million.

If the proposal is not implemented, the costs and volume of double-handed care will continue to grow and the Council will not be ensuring the most independent outcomes for people. Also, it is likely that capacity challenges in the home care market would become greater in time meaning that the council is less responsive in meeting people's needs at home. These costs would continue to contribute to the pressure on the adult social care budget.

The potential impacts of implementing the proposal are in the main, positive. Where there may be some potential anxieties for both individuals and providers, these have been mitigated as per the responses to questions 5 and 8.

Question 10 – Final Proposal

In summary, what is the final proposal and which groups may be affected and how?

Balancing the analysis, the final proposal is unchanged. The proposal remains as the implementation of a review by Occupational Therapists of all people in Lancashire currently in receipt of support delivered by more than one carer at each visit. Alongside this, all new presentations of doubled-handed care will be in place for a maximum period of time, and reviewed to consider if a move to single-handed care is safe and appropriate.

Engagement and training will be undertaken with Lancashire home care providers on the benefits and delivery of single-handed care and how it will be implemented.

Question 11 – Review and Monitoring Arrangements

What arrangements will be put in place to review and monitor the effects of this proposal?

If the proposal is agreed, a project management approach will be in place to monitor and review the effects, performance and benefits. This will report into the overall governance of the Lancashire County Council service challenge.

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Position/Role Head of Service, Social Care Service (Health)

Equality Analysis Endorsed by Line Manager and/or Service Head

Decision Signed Off By

Cabinet Member or Director

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