

Equality Impact Assessment Tool: Policy, Strategy and Plans

1. Name of Strategy, Policy or Plan

Review of Assisted Home Garden Maintenance (Glasgow City IJB)

Please tick box to indicate if this is: Current Policy, Strategy or Plan New Policy, Strategy or Plan

2. Brief Description – Purpose of the policy; Changes and outcomes; services or activities affected

Glasgow City Council currently delivers the Assisted Home Garden Maintenance (AHGM) service under direction from the Glasgow City IJB, via Land and Environmental Services (LES) who have a service level agreement with Jobs and Business Glasgow for delivery. The service delivered on behalf of the IJB was in place in its current form when the IJB came into existence and the IJB has therefore had no input into how the service is structured/delivered.

The service has a budget in 2018/19 of £1.29m and covers 7 grass cuts and 2 hedge trims per year for eligible individuals or households. The service is currently delivered to approximately 13,000 addresses across the city and is provided free of charge to individuals who meet the eligibility criteria. The current eligibility criteria is:

- The householder is a registered Council Tax Payer
- The householder is over 70 years of age
- The householder has a medical condition that prevents them from maintaining the garden
- There are no able bodied persons between the ages of 16 and 69 in the household

The ability of the IJB/HSCP to measure or mitigate any negative impacts on protected groups is compromised by the fact that there are no data captured in relation to this service by GGC (LES) and furthermore no data sharing agreement between LES and SWS to facilitate sharing of relevant data (for example on who accesses the service, their demographic profile or information around any particular needs they may have).

For this reason the IJB/HSCP have not had the option to engage with users of this service to measure impact and/or identify

mitigation. Following a review of the service it is proposed that Glasgow City IJB agree to discontinue the recurring funding for the provision of the Assisted Home Garden Maintenance service by the Council from the second half of 2019-20, and allocate non-recurring half year funding from its general reserves to contribute to the continuation of the service for the first half of 2019/20. It is further proposed that the IJB directs the Council (through LES) to engage with the current recipients of the service in order to assess impact and develop alternative options for service provision by 1.10.19 in order to mitigate any negative impact from the withdrawal of this service should this be the outcome.

3 Lead Reviewer

Craig Cowan, Business Development Manager

4. Please list all participants in carrying out this EQIA:

Alison Murphy (Senior Officer); Amanda Ferguson (Senior Officer); Allison Eccles (Head of Business Development); Stuart Donald, Principal Officer (Business Development)

5. Impact Assessment

A Does the policy explicitly promote equality of opportunity and anti-discrimination and refer to legislative and policy drivers in relation to Equality		
<p>This service is almost exclusively provided to older people who have a degree of physical or mental disability, any exclusion from the service being based on individuals not meeting the established criteria for receipt of the service. As a result of this, removal of the service will inevitably impact predominantly on older people and / or people with a disability.</p> <p>Staff employed to deliver this service are mostly younger adults employed on seasonal contracts as part of a programme designed to support them to enter the labour market. Removal of the service will mean no future opportunities for other people to benefit from this opportunity, although the organisation (Jobs and Business Glasgow) will continue to exist and be able to place existing staff in other positions.</p>		
B What is known about the issues for people with protected characteristics in relation to the services or activities affected by the policy?		
		Source
All	<p>The service is currently available to anyone who meets the eligibility criteria:</p> <ul style="list-style-type: none"> • The householder is a registered Council Tax Payer • The householder is over 70 years of age • The householder has a medical condition that prevents them from maintaining the garden • There are no persons between the ages of 16 and 69 in the household who could reasonably undertake this task 	
Sex	Around 5600 users of the service are male, around 9200 users of the service are female.	Current service user data

	The current model of service is provided almost exclusively to older people. The majority (59.8%) of older people in Glasgow are female.	Social Work demographics report
Gender Reassignment	No data is held on how many users of the service are planning to, are currently going through, or have gone through gender reassignment. An applicant's gender status has no bearing on their eligibility for the service.	
Race	No data is held on the race of current users of the service. 97.5% of the >65 population in Glasgow identifies as White (Scottish, other British, Irish, other nationality), and 2.5% identify as from a BME background. Among all age groups, 88.4% of the population identify as any White background, with the remaining 11.6% identifying as BME.	Social Work demographics report
Disability	There are around 13,000 addresses currently receiving the service. The current eligibility criteria for the service states that applicants must be >70 and have a condition which prevents them maintaining their own garden. Around 21,000 people >65 in Glasgow consider themselves to have a physical disability. It should be noted however that many of these 21,000 will not require or be eligible for the current AHGM service – for example due to being aged 65-70, not having a garden, living with others who are able to maintain the garden, having a low-level disability which does not prevent them maintaining their own garden or having a tenancy where garden maintenance is provided by the housing provider etc.	Social Work demographics report
Sexual Orientation	No data is held on the sexual orientation of users of the service. An applicant's sexual orientation has no bearing on their eligibility for the service. It is possible that same-sex couples currently receive the service, if both parties meet the eligibility criteria.	
Religion and	No data is held on the religion of users of the service. An applicant's religion has	

Belief	no bearing on their eligibility for the service.	
Age	<p>The current model of service is provided almost exclusively to older people, although a small number of younger adults with physical disability also receive the service.</p> <p>Around 82,000 people (13.9% of the population) in Glasgow are aged >65, around 403,000 (67.9% of the population) are aged between 18-65</p>	Social Work demographics report
Pregnancy and Maternity	No data is held on the pregnancy and maternity status of users of the service, however the majority of users of the service are older people for whom this Protected Characteristic will almost certainly not apply. It is considered highly unlikely that younger adults would apply for the service citing pregnancy as a reason for being unable to maintain their garden (there have been no such applications to date), however such applications would be rejected in any case, on the basis that pregnancy is not a long-term condition.	
Marriage and Civil Partnership	No data is held on the marital or civil partnership status of users of the service. Married couples and civil partners may apply for the current service, with the service being provided subject to all applicants (and anyone else living their household) meeting the eligibility criteria.	
Social and Economic Status	No data is held on the social or economic status of users of the service.	
Other marginalised groups (homeless,	There are no implications of this policy specific to other marginalised groups.	

addictions, asylum seekers/refugees, travellers, ex- offenders			
C Do you expect the policy to have any positive impact on people with protected characteristics?			
	Highly Likely	Probable	Possible
General			
Sex			
Gender Reassignment			
Race			
Disability			It is unclear what, if any positive

			<p>impact a change in the current provision will bring. The results of user engagement and any actions to mitigate identified detriment may create greater opportunities for person-centred management of garden space and promote an improved sense of personal/community ownership. As a minimum, engagement will ensure that users are actively involved in the change process and have an opportunity to contextualise the importance of need, based on relevant protected characteristics.</p>
Sexual Orientation			
Religion and Belief			
Age			<p>It is unclear what, if any positive impact a change in the current provision will bring. The results of user engagement and any actions to mitigate identified detriment may create greater opportunities for person-centred management of garden space and promote an</p>

			improved sense of personal/community ownership. As a minimum, engagement will ensure that users are actively involved in the change process and have an opportunity to contextualise the importance of need, based on relevant protected characteristics.
Marriage and Civil Partnership			
Pregnancy and Maternity			
Social and Economic Status			Should the service be removed, engagement with users affected by the change will be given the opportunity and advice in relation to alternative services available to them. There is the potential for individuals therefore to engage local gardeners, resulting in an economic boost for those businesses.

Other marginalised groups (homeless, addictions, asylum seekers/refugees, travellers, ex-offenders)			
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D Do you expect the policy to have any negative impact on people with protected characteristics?			
	Highly Likely	Probable	Possible
General			<p>It is possible that changes to service may have a negative impact on people with protected characteristics, However, any outcomes resulting from the decision to remove funding of the service will be assessed through engagement with users and where mitigating action can be taken to remove risk that is proportionate and relevant this will be included in associated planning.</p>

Sex			
Gender Reassignment			
Race			
Disability			<p>Those in receipt of the service and who meet the inclusion criteria will by necessity be assessed as disabled. Changes to the service may therefore have a negative impact on this specific group. However, through effective engagement and involvement, disabled service users will have an opportunity to express concerns about possible detriment, allowing the appropriate service provider to take proportionate and relevant remedial action. As a result of this, it is not anticipated that changes to garden maintenance services will have a significant impact on disabled people leading to</p>

			reduced quality of life or ability to participate as a valued citizen of Glasgow City.
Sexual Orientation			
Religion and Belief			
Age			Those in receipt of the service and who meet the inclusion criteria will likely be assessed as being over the age of 70. Changes to the service may therefore have a negative impact on this specific group. However, through effective engagement and involvement, older service users will have an opportunity to express concerns about possible detriment, allowing the appropriate service provider to take proportionate and relevant remedial action. As a result of this, it is not anticipated that changes to garden maintenance services will have a significant impact on recipients on the grounds of their

			age or impact on their ability to continue to participate as a valued citizen of Glasgow City.
Marriage and Civil Partnership			
Pregnancy and Maternity			
Social and Economic Status			It is unclear if changes to the service will impact on people on the grounds of their social class or economic status. However, it is clear that the burden of poverty is disproportionately experienced by older people, disabled people and women – three groups that have been identified as recipients of current services. However, through effective engagement and involvement, service users will have an opportunity to express concerns about any possible financial detriment, allowing the appropriate

			service provider to take proportionate and relevant remedial action. As a result, it is not anticipated that changes to garden maintenance services will have a significant impact on recipients on the grounds of their socio-economic status or on their ability to continue to participate as a valued citizen of Glasgow City.
Other marginalised groups (homeless, addictions, asylum seekers/refugees, travellers, ex-offenders)			

E Actions to be taken		
		Responsibility and Timescale
E1 Changes to policy	None	
E2 action to compensate for identified negative impact	<p>GCHSCP does not have access to information relating to users of this service for the reasons stated in the Background section. The HSCP will request through formal Direction that the Council (through Land and Environmental Services) engage with the current recipients of the service in order to assess impact and develop alternative options by 1.10.19 in order to mitigate any negative impact from the withdrawal of this service.</p> <p>Should the service be terminated following the engagement activity the HSCP will work with the Council to ensure that where service users request further information that the HSCP could provide, the relevant information is available and they are signposted as appropriate.</p> <p>The HSCP will proactively communicate the closure of the service to service users via its usual communication channels and seek to ensure that information in relation to alternative options for garden maintenance is available for citizens who wish to access such a service.</p> <p>The HSCP will further commit to communicating the termination (should it occur) of the service with its staff to enable targeted and proactive communication with patients and service users that use the service to advise them of its closure and measure and offer appropriate support for any</p>	Head of Business Development, by Spring 2019

	<p>negative impact and subsequent health and social care needs.</p> <p>Work with the Council to raise their understanding of the process for accessing health and social care to ensure they are equipped to signpost service users impacted by closure of the service (should the Council decide to stop delivering it) as appropriate.</p>	
E3 Further monitoring – potential positive or negative impact	<p>The Council will be tasked, via Direction from the IJB, with carrying out the required engagement activity to measure and understand the impact of the decision regarding continuation of the service, and identify the necessary mitigating action. The timescale for this activity is October 2019. The HSCP will commit to working with the Council as appropriate to ensure that any negative impact on people accessing the current service, that is relevant to their health and social care needs, is identified and the appropriate advice and support offered to them.</p>	<p>Land and Environmental Services, Head of Business Development, October 2019</p>
E4 Further information required	<p>The proposal to end recurring funding for the service after the provision on half-year, non-recurrent funding for the first half of 2019/20 is based on factors that include a lack of strategic relevance to the core objectives of the IJB/HSCP and a commitment to allowing the Council sufficient time to engage with users of the service to measure impact and identify alternatives. As such, should the IJB decide to cease to commission the service as it is currently, any decision on whether the service continues to be provided by the Council rests solely with the Council. Once information is known about whether or not, and if so how, the Council intend to deliver this service the HSCP will work with the Council to communicate any replacement service to members of the community, HSCP staff, and service users.</p>	

6. Review: Review date for policy / strategy / plan and any planned EQIA of services

Review policy in autumn 2020

Lead Reviewer:	Name:	Craig Cowan
Sign Off:	Job Title	Business Development Manager
	Signature	Craig Cowan
	Date:	January 2019

Please email copy of the completed EQIA form to EQIA1@ggc.scot.nhs.uk

Or send hard copy to:

**Corporate Inequalities Team, NHS Greater Glasgow and Clyde, JB Russell House, Gartnavel Royal Hospital, 1055
Great Western Road, Glasgow, G12 0XH**

EQIA Quality Assurance Report - Removal of funding for Glasgow City Assisted Garden Maintenance Programme – revision of quality assurance following re-submission

Introduction

An impact assessment reviewing the Assisted Garden Maintenance funding withdrawal was submitted to NHSGGC Equality and Human Rights Team for quality assurance on 21/01/2019. The report was completed using the NHSGGC Policy Equality Impact Assessment Tool. The initial assessment suggested there was a lack of clarity regarding possible outcomes for service users as a result of the proposed withdrawal of funding from the service and recommended that the process would be strengthened through a user engagement exercise to better understand possible impact and mitigate any identified risk.

The Quality Assurance process for HSCPs using the NHSGGC tool is a guidance function. Responsibility for final EQIA content and publishing EQIAs sits with the named body.

Quality Assurance Feedback

Context

The organisational responsibilities for delivering the service are not immediately clear from the evidence submitted. The service appears to be managed by Glasgow City Council's Land and Environmental Services (LES) who hold all service user data, manage complaints, register new users and hold the Service Level Agreement with the employment agency responsible for delivering the garden maintenance service. From the evidence provided Glasgow City HSCP have responsibility for funding the service. This relationship appears to impact on Glasgow City HSCP's scope to directly capture evidence to mitigate possible risk associated with proposed cessation of service funding.

Evidence Returned

The EQIA notes recipients of the service are assessed for inclusion based on criteria that they are disabled and not capable of maintaining their own garden space, above the age of 70, pay council tax and have no one living with them below the age of 70 who could maintain garden space. This assessment is conducted by Glasgow City Council.

On the grounds of this, the EQIA has been amended following initial submission to reflect planned engagement with service users to better understand potential impact of service removal and creates time to put in place actions to mitigate risk. As the relationship between the end user and the HSCP is facilitated through the Council, this engagement will be undertaken by Land and Environment Services.

Conclusions

The Quality Assurance process initially identified a lack of proposed engagement to better understand potential impact and mitigate identified risk as a gap that should be noted when the EQIA is presented/published. This omission has now been addressed in the revised EQIA and provision has been made to engage with users.

Amended QA complete 24/01/2019 – Alastair Low, Planning and Development Manager NHSGGC