

Adult Social Care budget proposals 2018-2019

Equality and rural assessments – findings and recommendations

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This assessment helps you to consider the impact of service changes on people with protected characteristics and in rural areas. You can update this assessment at any time to inform service planning and commissioning.

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The purpose of equality and rural assessments

1. The purpose of equality and rural assessments is to enable elected members to consider the potential impact of decisions on different people and communities prior to decisions being taken. Mitigating actions can be developed if detrimental impact is identified.
2. It is not always possible to adopt the course of action that will best promote the needs of people with protected characteristics or in rural areas. However, assessments enable informed decisions to be made, that take into account every opportunity to minimise disadvantage.

The Legal context

3. Public authorities have a duty under the Equality Act 2010 to consider the implications of proposals on people with protected characteristics. The Act states that public bodies must pay due regard to the need to:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act¹;
 - Advance equality of opportunity between people who share a relevant protected characteristic² and people who do not share it³;
 - Foster good relations between people who share a relevant protected characteristic and people who do not share it⁴.
4. The full Act is available [here](#).

The assessment process

5. This assessment comprises three phases:
 - **Phase 1** – evidence is gathered on the proposal, to examine who might be affected and how. This includes reviewing the findings of related assessments and public consultation, contextual information about local populations and other relevant data. Where appropriate, public consultation takes place.
 - **Phase 2** – the results are analysed. The assessments are drafted, making sure that any potential impacts are fully assessed. If the evidence indicates that a proposal may have a detrimental impact on people with protected characteristics or in rural communities, mitigating actions are considered.
 - **Phase 3** – the findings are reported to service committees, to enable any impacts to be taken into account before a decision is made.

Adult Social Care Services budget proposals 2018-2019

6. Adult Social Care Committee has put forward nine budget proposals for 2018-2019:

	Title of proposal	Description
1.	Capitalisation of equipment spend	<p>Currently all assets to deliver equipment and assistive technology are purchased on an annual basis from revenue. These assets have a lifespan of a number of years and therefore it is proposed that these are accounted for and financed as capital, with a five year lifespan, which would deliver a short-term saving.</p>
2.	Accommodation based reablement	<p>Reablement is central to promoting independence. The Council already has a good track record in supporting people in their own homes, but has identified the need for a further type of reablement. This is for people who are able to leave hospital, but not quite ready to go home.</p> <p>The new service helps regain and learn practical skills so that people can build up confidence and carry out basic day to day tasks when they return home. Without this sort of service, there is a risk that people with the potential to regain independence move into residential care and lose the opportunity to stay in their own homes.</p> <p>This is an 'invest to save' proposal. Through a mix of internal and commissioned provision, the service will create additional bed capacity for a new reablement service. The savings will be delivered through reducing or delaying the demand for long term formal care by offering an alternative discharge from hospital pathway.</p> <p>The introduction of the new service is being funded through the additional monies from the Government for adults as part of the improved Better Care Fund. This saving is based on increasing the likelihood of more people being able to remain in their home long term and decrease the number of people who have no choice but to be cared for within a residential setting, which can lead to long term placement.</p>
3.	Reduction in funding for invest to save	<p>Following the introduction of the Care Act, funding was made available to support implementation. Adults chose to plan for some of this on a recurrent basis in order to support ongoing development and enable investment where needed. This was in addition to the budget identified to support the Promoting Independence programme. A review shows that this budget can be reduced without jeopardising the service's plans.</p> <p>This would require a reduction to the budget. The assessment of investment needs indicates that this will not have a negative impact on the service's planned programme of work.</p>
4.	Prevent carer breakdown by better targeted respite	<p>The Council has already changed its approach to supporting carers, and a new service has been commissioned which began on 1st October 2017. Alongside this, the Council plans to strengthen its approach to respite, targeting it in a timely and effective</p>

	Title of proposal	Description
		<p>way to prevent carer breakdown.</p> <p>Current practice is variable with some significant differences between client groups on provision of respite. The Council is proposing to implement an approach across all adult client groups which is fair and transparent and ensures equitable and consistent provision of respite for carers.</p> <p>Respite care can help to sustain caring relationships, promote good health and wellbeing, prevent a crisis situation, and reduce the likelihood of neglect and family breakdown. This proposal will help improve and sustain the wellbeing of carers and those they care for, and reduce or delay the need for formal care, including long term residential care.</p>
5.	Review charging policy to align to actual disability related expenses	<p>Norfolk County Council carries out a financial assessment to work out how much, if anything, people have to pay towards the cost of their care. In 2017-18 the Council agreed to change the charging policy to better reflect what people actually spend on disability related expenses.</p> <p>Disability related expenses are the additional expenses people face because of their disability. The Council changed the standard amount it takes into account for disability related expenditure from £15.00 a week to £7.50 a week last year. It is now proposing to consult on a further change to stop using a standard amount and instead take people's actual disability related expenses into account.</p>
6.	Strengthened contract management function	<p>Adult Social Services currently commissions some £260m of care, outside of contracts with NorseCare and Independence Matters. The commissioning and procurement teams support the development of the market, retendering and providing commissioning support for the Promoting Independence programme of work. The services have less capacity for daily contract management, which can mean that teams and providers are not supported to maximise value for money and outcomes. The proposal is an invest to save to spend more on managing contracts in order to get the most out of them and therefore save more in the long run.</p> <p>The proposal is for additional posts to support the commissioning and procurement teams to improve value for money.</p> <p>The expectation is that the new posts would target key contracts to maximise utilisation and avoid duplication, resulting in a focus on areas where contracts need to be renegotiated or alerting teams to areas where performance could be improved. Savings arising from the posts would be tracked to monitor the benefits and viability of this level of investment.</p>

	Title of proposal	Description
7.	Procurement of current capacity through NorseCare at market value	The Council has a contract with NorseCare for the provision of residential, dementia and housing with care services. The contract was put in place in 2011 when the company was set up and contained legacy costs due to TUPE (transfer of undertakings protection of employment) of staff and the transfer of older properties, which required investment that would otherwise have been costs to the Council. These legacy costs mean that it has not been possible to buy services from NorseCare at the same price as some of the market. However, the Council is committed to working with NorseCare to enable a model that will mean that the Council can buy services at market value, whilst recognising the legacy costs placed on the company and the work that is ongoing to reduce these. Work is continuing to set out detailed proposals, which will mean revision to the profile and value of savings estimated at this stage.
8.	Investment and development of Assistive Technology approaches	Whilst the Council already provides equipment and assistive technologies, there remains opportunities to bring about a step change in the use of assistive technology, and make it quicker and easier for people to make the most of new developments. The savings are based on early studies completed by the Local Government Association and indicative benefits from a study by the London School of Economics. Further work is needed as part of the Norfolk Futures programme to explore the opportunities available to Norfolk and the extent that people could be supported further through making better use of technology.
9.	Maximising potential through digital solutions	In November, the Council will be implementing a new social care and finance system. This provides further opportunities for developing more efficient ways to work with the provider market to share care requirements, purchase care and undertake contact management, as well as being able to provide better information to the wider population about available care across Norfolk. The potential is being explored across a number of Norfolk Futures workstreams including Smarter information and advice, Promoting Independence and Digital Norfolk.

Who is affected?

7. These proposals will affect disabled and older people and their carers, including disabled and older people with other protected characteristics and in rural areas. Staff will also be affected:

People of all ages (particularly older people)	YES
Disability (all disabilities and long-term health conditions, including but not limited to people with, for example, reduced mobility; Blind and visually impaired people; Deaf and hearing impaired people; people with mental health issues; people on the Autism spectrum; people with learning disabilities and people with dementia)	YES

Gender reassignment (e.g. people who identify as transgender)	YES
Marriage/civil partnerships	YES
Pregnancy & Maternity	YES
Race (different ethnic groups, including Gypsies, Roma and Travellers)	YES
Religion/belief (different faiths, including people with no religion or belief)	YES
Sex (i.e. men/women/people who identify as intersex)	YES
Sexual orientation (e.g. lesbian, gay and bisexual people)	YES

Potential impact

8. Adults budget proposals for 2018/19 will impact primarily on disabled and older people and their carers – which is inevitable, because disabled and older people constitute the majority of adult social care users.
9. The proposal to Review charging policy to align to actual disability related expenses may have a significant detrimental impact on some disabled and older people and people in rural areas. The reasons for this are set out on page 10.
10. The other eight proposals are unlikely to have any detrimental impact on people with protected characteristics or in rural areas. The reasons for this are provided below:

	Title of proposal	Impact
1.	Capitalisation of equipment spend	There is no evidence to indicate that this proposal would have any detrimental impact on people with protected characteristics or in rural areas. This is because no changes are proposed to assessment processes, eligibility of needs, service standards, quality or delivery.
2.	Accommodation based reablement	<p>There is no evidence to indicate that this proposal would have any detrimental impact on people with protected characteristics or in rural areas. This is because:</p> <ul style="list-style-type: none"> • No changes are proposed to assessment processes, eligibility of needs, service quality or standards. Service users will continue to receive support relative to their needs. The proposal will not lead to new or increased costs for service users. • The principles of promoting Independence strategy will guide the design and delivery of this proposal. Promoting independence strategy prioritises the independence, dignity and safety of disabled and older people, and draws directly on the voices of disabled and older service users to guide service design. Disabled and older people consistently report that these are critical factors in supporting well-being. • People in rural and urban areas will receive the

	Title of proposal	Impact
		<p>same standards and quality of services.</p> <ul style="list-style-type: none"> • Opportunities for building greater levels of accessibility for disabled and older people into the design of services will be considered as part of the commissioning process.
3.	Reduction in funding for invest to save	<p>There is no evidence to indicate that this proposal would have any detrimental impact on people with protected characteristics or in rural areas. This is because no changes are proposed to assessment processes, eligibility of needs, service standards, quality or delivery.</p>
4.	Prevent carer breakdown by better targeted respite	<p>There is no evidence to indicate that this proposal would have any detrimental impact on people with protected characteristics or in rural areas. This is because:</p> <ul style="list-style-type: none"> • The proposal seeks to address current significant differences between client groups in receipt of respite services. It is intended to implement a new approach which is fair and transparent for all adults to ensure equitable and consistent provision of respite for carers, including carers in rural areas. • The proposal may lead to some changes in how carer respite services are delivered, or who delivers them, but these are not anticipated to have any significant impact on service users. This means that service users, including service users from rural areas, will not experience any changes in the quality or standards of the services they currently receive or be disadvantaged. They will continue to receive support relative to their needs. No changes are proposed to the assessment process or eligibility of needs. • The proposal will not lead to new or increased costs for service users. • The principles guiding design and delivery of the proposal will be Promoting Independence strategy, which prioritises the independence, dignity and safety of disabled and older people, and draws directly on the voices of disabled and older service users and their carers to guide service design. • Opportunities for building greater levels of accessibility for disabled and older people into the design of services will be considered as part of the commissioning process.
5.	Strengthened contract management function	<p>There is no evidence to indicate that this proposal would have any detrimental impact on people with protected characteristics or in rural areas. This is because:</p> <ul style="list-style-type: none"> • Service users will continue to receive support relative to their needs. No changes are proposed to

	Title of proposal	Impact
		service standards or quality, assessment processes or to eligibility of needs.
6.	Procurement of current capacity through NorseCare at market value	There is no evidence to indicate that this proposal would have any detrimental impact on people with protected characteristics or in rural areas. This is because service users will continue to receive support relative to their needs. No changes are proposed to service standards and quality, assessment processes or to eligibility of needs.
7.	Investment and development of Assistive Technology approaches	<p>This proposal should impact positively on disabled and older people, because it will look to continue to maximise the potential of technology to keep people independent for as long as possible.</p> <p>Norfolk Futures will see the Council make much greater use of technology to serve people in their homes, at a time and place that suits them. Increasingly, digital inclusion will be a critical factor in the ability of disabled residents to live independently, access services and combat social isolation. Badly designed and implemented web technology can make it difficult or impossible for disabled people using assistive technologies like text-to-speech screen readers or magnification software to access web information and self-service.</p> <p>In March 2018, the Council's Digital Innovation and Efficiency Committee will receive a paper on digital inclusion in Norfolk, which will set out principles for ensuring that accessibility for disabled people and other vulnerable groups is 'built in' to digital inclusion strategy, rather than regarded as an extra layer of usability for a minority of users.</p> <p>There is no evidence to indicate that the proposal would have any detrimental impact on people with protected characteristics or in rural areas. This is because service users will continue to receive support relative to their needs. No changes are proposed to service standards and quality, assessment processes or to eligibility of needs.</p>
8.	Maximising potential through digital solutions	<p>There is no evidence to indicate that the proposal would have any detrimental impact on people with protected characteristics or in rural areas. This is because service users will continue to receive support relative to their needs. No changes are proposed to service standards and quality, assessment processes or to eligibility of needs.</p> <p>See also 7 above.</p>

Title of proposal:	Review charging policy to align to actual disability related expenses
Lead Officer:	Jo Richardson, Equality & Diversity Manager

Analysis of proposal & potential impact

Overview – about the proposal

1. This proposal is to stop allowing a standard amount of £7.50 for disability related expenditure for people in their own home, and instead take people's actual disability related expenses into account.
2. This follows a similar proposal last year, where Adult Social Care Committee agreed to change the amount the Council automatically allows for disability related expenditure for people in their own home from £15 a week to £7.50 a week.
3. If the proposal goes ahead, the amount that people may need to pay towards their care will change from April 2018.
4. The proposal could save £400,000 in 2018/19.

Background

5. Being disabled is expensive. Many disabled people have to pay for help with things that others take for granted. This is called 'disability related expenditure'. Disability related expenditure must be directly related to a person's disability or illness, and be greater than the average cost a person without a disability or illness spends on the same item.
6. The Council takes the amount people spend on their disability into account when it assesses them to identify how much they can afford to contribute towards their non-residential adult social care. Disability related expenditure reduces the amount that people are asked to pay towards their non-residential care. Some people do not have to pay anything towards their non-residential care, because their assessment shows that they cannot afford to do so.
7. At the moment, the Council automatically allows all service users receiving non-residential care £7.50 per week for disability related expenditure. This means that the Council automatically reduces the amount that people have to pay towards their care by £7.50 per week. This reduction is referred to as an 'allowance' or 'disregard'.
8. If people spend more than £7.50 per week, then they have to provide evidence of this (such as receipts) so that the Council can ensure that this is reflected in what they pay towards their care.
9. For many years prior to April 2017 the Council allowed a standard amount of £15.00 a week for disability related expenditure for people in their own home. However, during 2016, research was conducted that indicated that the average amount that people tended to spend on disability related costs was around £5.50 a week. In addition, more sophisticated software meant that it was easier for the Council to account for disability related expenditure. Because of this, the Council decided in February 2017 to change the amount it automatically allows for disability related expenditure from £15 a week to £7.50 a week. This sought to avoid a situation whereby some service users were receiving an 'allowance' towards their care that they did not need.

What would happen if the proposal goes ahead?

10. If the proposal goes ahead, there would be no change to the policy that service users can off-set their disability related expenditure against the cost of their adult social care. The main change is that if a service user has any disability expenditure, they will need to provide evidence of this, whereas from 1 April 2017, they did not need to show evidence until their disability related expenditure reached £7.50 per week.
11. If people currently don't have any disability related expenditure, then the proposal means they might have to start paying more towards the cost of their care – up to £9.99 per week. If people receive a direct payment to purchase their own non-residential care they may need to contribute up to an additional £7.50 to their personal direct payments account.
12. If the proposal goes ahead, the Council would have to work out how much to ask people to pay towards their care costs. To do this the Council would write to everyone affected and ask them to fill in a form to state how much they spend on disability related expenditure. Service users would be asked to provide evidence of how much they spend – this could include receipts, bills, invoices or bank statements.
13. To apply for disability related expenditure, people can telephone and ask for an application form. The Council can also complete this over the phone on their behalf. However, they will need to send in the evidence (by post or email) prior to an amount to be agreed.
14. If people's financial circumstances change at any time, they can contact the Council and ask for a review of the amount they have to pay towards their care.
15. In future, whenever someone asks for financial help, the Council will ask them about their exact disability related expenditure in their financial assessment to get it right from the start – people can then ask for a review if their disability related expenditure increases.

Who is affected?

16. The proposal will primarily affect disabled and older service users who live in their own home. This includes people with the following protected characteristics:

Adults of all ages	YES
Disability (all disabilities and long-term health conditions, including but not limited to people with reduced mobility; Blind and visually impaired people; Deaf and hearing impaired people; people with mental health issues; people with learning disabilities; people with dementia; people on the Autism spectrum.	YES
Gender reassignment (e.g. people who identify as transgender)	YES
Marriage/civil partnerships	YES
Pregnancy & Maternity	YES
Race (different ethnic groups, including Gypsies, Roma and Travellers)	YES
Religion/belief (different faiths, including people with no religion or belief)	YES
Sex (i.e. men/women/people who identify as intersex)	YES
Sexual orientation (e.g. lesbian, gay and bisexual people)	YES

17. Service users in rural areas will be affected.
18. The proposal does not affect people who live in residential or nursing care. People with savings over £23,250 will still need to pay the full cost of their care.

Analysis of the people affected

19. This proposal affects people who receive non-residential adult social care services that are fully funded or part funded by Norfolk County Council. It also affects people who receive direct payments in order to buy services.
20. Non-residential services help meet people's social care needs in the community. These include things like help at home, getting meals, activities such as accessing local groups, help with education, and going to a day centre.

How many people would be affected if this proposal went ahead?

21. The Council currently provides non-residential adult social care services to approximately 8,200 people.
22. Currently, around 3,740 people contribute something towards the cost of their non-residential care. Around 3,760 service users don't have to make any financial contribution to their care. Around 700 people pay the full cost.
23. If the proposal goes ahead, many of the 3,760 people who currently don't have to make any financial contribution to their care may continue in this way, if their income is below the minimum amount for living expenses that the Council has to take into account, which is £189.00 a week.
24. Overall, it is estimated that around 3,872 people would be affected by the proposal and around 130 might have to start paying something towards their social care for the first time.

Potential impact

25. In considering the potential impact of this proposal, it is important to note that there will be no change to the policy that service users can off-set their disability related expenditure against the cost of their adult social care. The main change is that if service users spend anything at all on disability related expenditure, they will need to show evidence of this, whereas previously, they did not need to show evidence until their disability expenditure reached £7.50 per week.
26. On this basis, it is difficult to make a case for detrimental impact, because the Council will continue to reduce the amount that people are asked to pay towards their care based on their disability related expenditure. In view of this, the proposal should not have a significant detrimental impact on people who are using the allowance for disability related expenditure. They will continue to be able to claim expenses to cover their costs.
27. However, it is critical to take into account that this group of users may face barriers relating to the need to evidence spending and fill in forms. This may be particularly the case for people with learning disabilities, who, without the right support, may be unable to complete paperwork. This could put them at a high risk of not claiming benefits to which they are entitled, or getting in a muddle and making incorrect claims which they then have to pay back. These barriers also apply to people who struggle with fatigue, mobility issues, confusion or other disabilities who may need

additional help to fill in forms and evidence spending correctly. It will be important to continuously review the barriers to claiming for these people. A range of approaches are already available to provide appropriate support.

28. There will be a detrimental impact for people who have received the disability related allowance and used it for general living expenses, rather than for expenses incurred because of their disability. Their base allowance will change which will mean they could have to contribute more to the cost of their care – anything up to £9.99 a week out of their current income – equivalent to £39.96 every four weeks, or £519.48 a year.
29. Not all service users will have to pay this – it will depend on whether or not they are using their allowance for its intended purpose. However, given that most service users are likely to be living on a low income, this may cause financial hardship for those people who suddenly find themselves having to contribute more towards their care than they have done previously.
30. The impact of this would need to be balanced against the fact that:
 - Service users will only be asked to pay based on what the Government says they can afford.
 - The purpose of the allowance is to help people who are disabled with extra costs associated with their disability. The proposed change will mean that resources are better targeted to people who have disability related expenditure.
 - Demand for services is increasing, and the current model is not financially sustainable. There is an imperative to design a new model, in order to continue to be able to provide essential services to the most vulnerable service users.
31. If the proposal goes ahead, it will mean that service users who are using their £7.50 allowance to supplement living expenses and not for disability expenditure will have to adjust their spending, which could lead to the following impacts:
 - A reduction in standard of living, quality of life, physical wellbeing and independence because people have less money available to pay for day-to-day expenses because they have to pay more towards their care.
 - An increase in anxiety and stress (with a concomitant impact on people’s emotional and mental health) due to having to live on a lower income, and deal with new expenses and tighter budgeting, alongside the need to evidence spending, fill in forms and undergo review to determine need. Many service users may be unprepared for the change in their costs, both practically and emotionally.
 - Reducing people’s access to services – because they have less money to spend on transport or the services themselves.
 - Making people more socially isolated – because they have less money to spend on social or leisure activities.
 - Increasing pressure on carers who may have to provide additional help at home.
32. These impacts may be exacerbated for disabled and older people living in rural areas, where there may be a higher cost of living, and less access to services and carer support.

Human rights implications

33. Public authorities in the UK are required to act compatibly with the Human Rights Act 1998. There are no human rights issues arising from the proposals.

Action to address any negative impact

	Action/s	Lead	Date
1.	Continue to review whether different groups of service users (for example people with learning disabilities) face barriers to claiming and evidencing spending (noting that a range of approaches are already available to provide appropriate support). If so, develop actions for addressing any barriers.	Executive Director of Adult Social Care	From 1 April 2018
2.	If the proposal goes ahead, contact all service users affected, to offer guidance and advice on any steps they need to take – taking into account the particular needs of different groups of service users, such as people with learning disabilities. This will include how to complete the forms and the evidence that is required, to enable their needs to be taken into account. It will also include how to ask for help to complete the forms and who to talk to if they are worried about how they will manage the financial impact.	Executive Director of Adult Social Care	From 1 April 2018
3.	Work with relevant stakeholders to ensure that the guidance provided is simple, clear and accessible, particularly for people with learning disabilities and people with mental health issues, and that it addresses the fact that some service users may be fearful of seeking information and advice as they may worry that current entitlements may lessen or be withdrawn.	Executive Director of Adult Social Care	From 1 April 2018
4.	If a service user expresses concern about financial austerity, offer appropriate budget planning or other relevant support to make sure people are spending as effectively as possible, and ensure transition plans are established.	Executive Director of Adult Social Care	From 1 April 2018

Evidence used to inform this assessment

- Norfolk budget proposals 2018/19 – consultation documents and background papers: <https://norfolk.citizenspace.com/consultation/budget2018/>
- Consultation documents regarding the Council's consultation in 2016 to reduce disability related expenditure.
- Business intelligence and management data, as quoted in this report
- Equality Act 2010 and Public Sector Equality Duty codes of practice

Further information

For further information about this equality impact assessment please contact Jo Richardson, Equality & Diversity Manager, Email: jo.richardson@norfolk.gov.uk



If you need this document in large print, audio, Braille, alternative format or in a different language please contact Jo Richardson on 0344 800 8020.

¹ Prohibited conduct:

Direct discrimination occurs when someone is treated less favourably than another person because of a protected characteristic they have or are thought to have, or because they associate with someone who has a protected characteristic.

Indirect discrimination occurs when a condition, rule, policy or practice in your organisation that applies to everyone disadvantages people who share a protected characteristic.

Harassment is “unwanted conduct related to a relevant protected characteristic, which has the purpose or effect of violating an individual’s dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for that individual”.

Victimisation occurs when an employee is treated badly because they have made or supported a complaint or raised a grievance under the Equality Act; or because they are suspected of doing so. An employee is not protected from victimisation if they have maliciously made or supported an untrue complaint.

2 The protected characteristics are:

Age – e.g. a person belonging to a particular age or a range of ages (for example 18 to 30 year olds).

Disability - a person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

Gender reassignment - the process of transitioning from one gender to another.

Marriage and civil partnership

Pregnancy and maternity

Race - refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

Religion and belief - has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (such as Atheism).

Sex - a man or a woman.

Sexual orientation - whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

3 The Act specifies that having due regard to the need to advance equality of opportunity might mean:

- Removing or minimizing disadvantages suffered by people who share a relevant protected characteristic that are connected to that characteristic;
- Taking steps to meet the needs of people who share a relevant protected characteristic that are different from the needs of others;
- Encouraging people who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such people is disproportionately low.

4 Having due regard to the need to foster good relations between people and communities involves having due regard, in particular, to the need to (a) tackle prejudice, and (b) promote understanding.