



Bristol City Council Equality Impact Assessment Form

Name of proposal	Supporting People commissioning – commissioning `help when you need it` support for vulnerable adults.
Directorate and Service Area	People – Adults – Strategic Commissioning
Name of Lead Officer	Carol Watson

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

<p>1.1 What is the proposal?</p> <p>A decision was made by Cabinet in December 2017 to reduce the budget for Supporting People services from 1 April 2018 and to co-design future services by 1 January 2019.</p> <p>Supporting People commissioning – commissioning `help when you need it` support for vulnerable adults.</p> <p>As part of the co-design of future services we propose to align and refine services, (on a coproduction basis alongside stakeholders), to become more clearly central to the delivery of the Adult Care “Better Lives” vision adopted by the Council. In order to consider these services within new commissioning approaches, and to ensure that recommissioning is therefore timely in terms of a strategic Commissioning approach we propose to extend most current contracts for up to 12 months.</p> <p>Many of these services deliver a Tier 2 “Help when you need it” approach, or deliver supported accommodation which is an area of key focus within the Better Lives at Home project.</p> <p>These services are not aimed solely at people assessed as eligible under the Care Act; however some of them are very immediate to statutory eligible care needs (particularly accommodation-related ‘supported living’ schemes for services users with learning disabilities). The withdrawal of these services would immediately lead to service users being referred for statutory care as</p>
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Appendix E – Equality Impact Assessment Form

the service users are at a level of complexity that would make them eligible for support.

Services predominantly comprise:

- advice services
- a range of short term floating support, to clients with mental health needs, older people, HIV, physical/sensory disability or generic needs
- sheltered housing and alarms for older people

Most services are provided by private, voluntary and community organisations, though some are provided in-house by council services.

Summary of recommendations relevant to this EQIA:

- Recommendation 1 - Align services currently labelled as “Supporting People” with the wider objectives of the Better Lives programme and recommission accordingly.
- Recommendation 2 - Deliver this work within wider, ongoing work to deliver support `when people need it` in line with Tier 2 of the councils 3 tier model or approaches to Supported Accommodation within Better Lives at Home.
- Recommendation 3 - Deliver this within the current budget envelope (in line with reduction as agreed by Cabinet in Dec. 2017)
- Recommendation 4 – Establish pathways that ensure people get support at the right time.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

2.1 What data or evidence is there which tells us who is, or could be affected?

More information on those potentially affected by the recommendations has

been collected since the original Equality Impact Assessment in late 2017.

Advice Services (Welfare Rights and Money Advice Service - WRAMAS)

There are currently 134 service users.

Service users in this group have a high representation of people with mental health issues. The majority of one-off enquiries in 2016/17 concerned clients who WRAMAS had had no previous contact with. There were 83 homelessness prevention interventions in 2016/17 which included debt and money advice.

The demographics of service users in 2017/18 were:

- Gender: 52% are female.
- Disability: 78% are disabled:
 - 70 service users: Mental ill health
 - 35 service users: Physical impairment
 - 29 service users: Long term health conditions
 - 10 service users: Learning difficulty
- Religion: 53% No Religion, 29% Christian, 6% Muslim
- Sexuality: 89% Heterosexual
- Ages: the overwhelming majority of clients are of working age. People of working age who are on benefits often need their benefits reviewed more often.

Geography: the preponderance of addresses are in the BS1, BS2, BS4, BS5, BS9, BS10 and BS11 areas. BS7 and BS8 postcodes do not feature highly, which are the more affluent areas.

Long Term Mental Health Floating Support Services

- The majority of Support service users are 'English, Welsh, Scottish, Northern Irish, and British' (76%), which is similar to the average Bristol population (22% of the population in Bristol were 'Non-white British' in 2011). There are a significant number of other ethnicities, but no other ethnicity has a higher representation of 2%.
- The majority of service users are female (62%). Some of services are specifically targeted towards women.
- Most service users do not consider themselves disabled (57%) however a significant number do (25%).

Appendix E – Equality Impact Assessment Form

- Most service users are in the 35-44 age range, followed by the 45-54 age range. 2% of service users are over 65. The average age is 41.
- Most people did not know if they had a religion or did not have a religion.
- Most service users have a primary need of Diagnosed Mental Health Problems followed by Undiagnosed Mental Health Problems. Most people with a Diagnosed Mental Health Problem as Primary need had 'Generic' as their secondary need, but there were no significant trends.

Supported Living (Learning Disabilities / Mental Health)

There are currently 340 service users.

Service users in this group will have either Learning Disabilities or Mental Health issues – or both. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

Long Term Floating Support (Learning Disabilities / Mental Health)

There are currently 72 service users.

Service users in this group will either have Learning Disabilities or Mental Health issues – or both. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

Short Term Mental Health Floating Support

There are currently 260 service users.

Service users in this group will have Mental Health issues. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

Physical and Sensory Impairment Supported Housing

There are currently 8 service users.

Service users in this group will have physical or mental disability. The ratio of men to women is on average 1:2. Users are normally of working age. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

Sheltered Housing

There are currently 400 people using these services. Most service users are older people over the age for 65 and are likely to need support with physical health and support to maintain tenancy. Some service users have mental

health needs.

Alarm only Services

There currently 800 people using these services. Most service users are older people. Most service users are older people over the age for 65 and are likely to need support with physical health and support to maintain tenancy. Some service users have mental health needs.

Older People floating support

There are currently 156 service users.

Service users in this group will all be older people and many are likely to have physical and mental impairments. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

One of the services within the proposal is specifically for BME service users.

Despite being a small service, it is important to recognise the impact this proposal may have on BME service users and any mitigation to take this into account.

Floating Support Service for people with HIV

The demographics of service users at end of year 2017of are:

- Most clients are in the 35-54 age range, 32% Black African, 37% White British, 56% Male, 69% Heterosexual, 23% Gay/Lesbian.
- Most Service users receive support for less than a year
- There are currently 24 service users.

Service users in this group are predominantly African nationalities, recent migrants to the UK, have HIV and are at risk of homelessness. Everyone living with HIV automatically meets the “Disability” definition within the Equality Act 2010. The majority of service users supported by this service are identified as having poor mental health.

The Avert website states that “Transgender people are one of the groups most affected by the HIV epidemic and are 49 times more likely to be living with HIV than the general population. Globally, it is estimated that around 19% of transgender women are living with HIV”.

Many service users, when interviewed by council staff in October 2013 and

again in August 2017 as part of the consultation, gave a variety of reasons why they do not feel able to access mainstream services. Therefore there is a risk that if this specialist service ceased the service users would not successfully obtain support from other less specialised services.

Physical and Sensory Impairment Floating Support

There are currently 55 service users.

Service users in this group will have a physical or sensory impairment. There is no indication at this stage that any other group with a protected characteristic is over or under represented.

Community based mental health support

There are an average of 451 service users

This is an open service which includes support for carers. Service users in this group have mental health issues but reports from the provider indicate that other protected characteristics are not disproportionately represented.

Community Support Services (Internal)

- The most frequently recorded client groups were mental illness (29%), physical disability (25%) and learning disability (20%).
- Most service users were council tenants.
- The youngest service user was 18, the oldest was 94. The average age was 52. 251 service users were age 60 or above.
- 56% of service users were male.
- 70% of service users have ethnic origin recorded as White British. 17% are recorded as BME. These proportions appear to reflect the population of Bristol.
- (41%) of religion is currently recorded as unknown. The most recorded religion was Christianity.
- Over 50% of sexual orientation is not recorded. The most recorded sexual orientation was heterosexual.

Other intelligence (national level)

In 2013 Homeless Link conducted research on changes in commissioning for housing related support services. They looked at how any recent changes in need could impact commissioning decisions. They found that most of the areas looked at had experienced the emergence of more complex service user needs in recent months. Changes to support needs included:

Appendix E – Equality Impact Assessment Form

- Evidence of greater alcohol dependence including physical health problems and end-of-life issues.
- Increase in mental health problems, gambling, physical health and criminal justice issues contributing to increased homelessness.
- More learning disability and mental health clients as a result of changes in eligibility criteria for social care/FACS.

They also reported a greater number of people who had ‘fallen on hard times’ as a result of the economic downturn and may not otherwise have become homeless. These include:

- More people from ‘middle class’ and professional backgrounds
- More young people
- More women

2.2 Who is missing? Are there any gaps in the data?

Further information on protected characteristics of service users has already been gathered as part of the coproduction process and is presented and assessed in this Equality Impact Assessment.

It is recognised that the information on certain protected characteristics is sometimes limited. In the past information could be obtained from the University of St Andrews Centre for Housing Research. This information was based on what was supplied by service users via their providers and service users were not obliged to provide it but it still gave an indication of numbers. However this service is no longer available and at this stage the council has not found another source of data.

2.3 How have we involved, or will we involve, communities and groups that could be affected?

An extensive public consultation period and an open and transparent approach to fully and actively engage with service users, providers and the general public took place for the original 2017 Cabinet Decision.

Since the cabinet decision we have continued to look at ways to ensure that, as part of the co-design process, citizens with protected characteristics are not disproportionately affected.

Service User Survey and Service User Engagement Events 2018

Appendix E – Equality Impact Assessment Form

We engaged with approximately 100 service users receiving services from the budget called “Supporting People” between July and August 2018 as part of the Co-Design process. Service user feedback surveys were sent out online and via providers. An Easy Read version was also provided. A service user engagement event was also held on 6 July 2018.

- The large majority of service users feel services are meeting their needs and making a positive difference to their lives. All respondents to Survey 1 said the service was either meeting their needs extremely well (59%) or very well (49%).
- 96% of respondents to Survey 1 felt services were making a positive difference to their lives.
- The overwhelming majority of respondents to Survey 2 (78%) either agreed or strongly agreed that the service was helping them live more independently: *‘I am able to live in my flat and manage my benefits and bills.’*
- The overwhelming majority of respondents to Survey 2 (83%) either strongly agreed or agreed that the service helps them cope: *‘Without them I truly believe I would not be here today.’*
- 83% of respondents either strongly agreed or agreed that the service helps them when they need it.

It is clear that the large majority of service users feel services previously funded by supporting people are meeting their needs. There is high satisfaction, particularly with the areas of sustaining tenancy, remaining independent, help to ‘cope’, and help ‘when they need it.’

Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

Recommendations 1: *Align services currently labelled as “Supporting People” with the wider objectives of the Better Lives programme and re-commission accordingly.*

- Re-commissioning of services could have an impact on almost all groups with protected characteristics in some way with a particular emphasis on older and disabled people, people with learning disabilities, people with mental health issues, people with physical and sensory impairment and people with a diagnosis of HIV.
- The re-commissioning approach must continue to assess the impact of any new service models designed and commissioned going forward. The following examples apply.
- Most people accessing these services need help with support to maintain independent living (including benefit advice). Any potential reduction or re-commissioning of support, could potentially lead to an increased risk of homelessness and/or risk to tenancy if the needs of people are not fully assessed as part of the re-commissioning processes.
- Many people receiving Information and Advice services have mental health problems and live in less affluent areas of the city. Interventions are critical to maintaining independence. This must be considered where services are re-commissioned.
- Many service users, particularly those receiving support in the community, rely on access to floating support services to remain independent at home in the community and preventing further crises. It is critical that the needs of people receiving these services is assessed and the impact of any agreed changes to service provision takes into account the impact on people with protected characteristics receiving support in the community.

Recommendations 2: *Deliver this work within wider, ongoing work to deliver support `when people need it` in line with Tier 2 of the councils 3 tier model or approaches to Supported Accommodation within Better Lives at Home.*

Appendix E – Equality Impact Assessment Form

- Most people accessing accommodation based services have physical and/or mental health support needs. Many are older people or people with learning disabilities. As part of the recommissioning process it is important that people currently receiving these services continue to get ‘help when they need it’ in a fair and accessible way that meets their needs.
- The removal of hard wired alarm systems could potentially adversely impact those receiving alarm only services. Alarm services support people to maintain independent living and wellbeing at home, safety and security. This could have a potentially disproportionate impact on older and disabled people. The impact can be mitigated and re-assessment of needs may have benefits (see below).
- It has been identified that many service users with multiple protected characteristics have difficulty accessing mainstream services. We will be mindful of this in planning new services under the Better Lives and Tier 2 Workstreams, which is particularly relevant for ‘help when you need it services.’

Recommendation 3: *Deliver this within the current budget envelope (in line with reduction as agreed by Cabinet in Dec. 2017)*

- Most people accessing these services need support with physical and mental health problems and any potential reduction in support is likely to result in an adverse impact to physical and mental wellbeing. This has the potential to have a disproportionate impact on older and disabled people, people with mental health problems.
- The impact of any further reduction in budgets on protected characteristics must continue to be fully assessed and monitored as part of the recommendation to recommission services under the *Better Lives programme / Tier 2 Model*. It has been identified below that the recommissioning process could potentially have a positive impact on people with protected characteristics. Work is underway to work closely with providers to mitigate the impact of any further reduction in budgets.

Recommendation 4 (*Establish pathways that ensure people get support at the right time.*)

- No adverse impact. Establishing new pathways that ensure people get support at the right time will have a positive impact on all protected characteristics.

Staff

- The bulk of staff employed to deliver these services are predominantly employed by external agencies. Staffing figures and characteristics are not regularly reported through performance monitoring. However the Physical and Sensory Support Service is a council team and many of the members have a sensory impairment. A significant change in this service could potentially result in redundancies for these staff.

3.2 Can these impacts be mitigated or justified? If so, how?

The council has already worked closely with service providers during the lead in time to implement the 15% reduction from 1 April 2018 in order to minimise the impact on service users.

Service users who need an alarm will be assessed through the usual processes via Care Direct. If they need an alarm they will get one and will be charged in line with the Bristol City Council charging policy. Some service users who currently receive a hardwired alarm in sheltered housing/ alarm only services could potentially have their needs met more effectively through other types of technology and/or alarm types. This could have a positive impact.

There is an excellent opportunity to mitigate any further adverse impact of changes through the re-design process. Since then a number of further provider and service users engagement events have taken place as part of the re-design project. By taking an approach of coproducing the new delivery model for these services, the impact on those with protected characteristics will continue to be considered at all stages to ensure that the impact is not disproportionate.

During the original consultation in 2017 it was highlighted:

- how important it is to understand the intersectional nature of many service users and how multiple protected characteristics for some of them might increase their vulnerability and increase the disadvantage

Appendix E – Equality Impact Assessment Form

that they have faced.

- the particular issues experienced by citizens with sensory impairment. It was highlighted that mainstream services are extremely difficult to engage with for many sensory impaired service users (particularly older service users and those with learning difficulties) without the support of specialised staff who are fluent in British Sign language or Tactile Signing. This particular need will be taken into consideration in the development of the new delivery model under Better Lives and applying the criteria to the prioritise areas of funding to the most vulnerable.

3.3 Does the proposal create any benefits for people with protected characteristics?

- Creating new service models for all these services under the Better Lives / Tier 2 workstream provides a good opportunity to ensure that these services continue to benefit people with protected characteristics identified in this analysis.
- Reassessing people's need for an alarm could have benefits for people in these services including better value for money and more person centred outcomes through the identification of more effective support interventions.
- Key outcomes for the Better Lives programme are that more people will retain their independence through accessing support in the community and that more people will be supported to maintain / improve their independence and wellbeing through receiving care and support at home. The Better Lives programme aligns directly to one of the main themes in the refreshed Corporate Strategy and the related commitments :
 - Empowering and Caring: Work with the city to empower communities and individuals, increase independence and support those who need it.
 - Provide 'help to help yourself' and 'help when you need it' through a sustainable, safe and diverse system of adult and children's social care provision.

Appendix E – Equality Impact Assessment Form

- Prioritise community development and enable people to support their community.
- Services could potentially be remodelled to provide more benefits to people with protected characteristics than they already do. This must continue to be assessed through Equality Impact Assessment of the ongoing process and continued service user and stakeholder engagement.

3.4 Can they be maximised? If so, how?

- The recommendation to establish pathways that ensure people get support at the right time should have a positive impact. This should mean that people who need to access these services can do so when they need it, maximising the benefit of these services.
- These services will continue to be targeted at vulnerable adults who are likely to be physically or mentally disabled or are older people. The support they receive will enable them to remain living independently in their own accommodation for longer and maximising independence outcomes will include improved health and wellbeing.

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?

The factors in the original equality impact assessment for the 2017 Cabinet Decision have continued to be considered in the context of the new proposals. Provider and stakeholder engagement has continued and more information on those people potentially affected has been collected and assessed. This will be an ongoing process as the re-design process continues.

This equality impact assessment has highlighted the need to ensure impact on

Appendix E – Equality Impact Assessment Form

people with protected characteristics continues to be assessed as part of the remodelling process under the Better Lives and Tier 2 Workstreams.

4.2 What actions have been identified going forward?

- It is important that service user and stakeholder engagement continues as further proposals are developed.
- Actions to mitigate the impact will continue to be looked for at each stage of the development of new proposals through engagement and coproduction with service users, providers and key partners.
- Ensure the fair reassessment of those receiving alarm only services where alternative provision is identified.
- The future model will be developed and commissioned to effectively and efficiently meet identified need and demand whilst providing value for money and maximum impact. By working in coproduction with the service users, providers and partners, this will enable a greater knowledge of the needs of these client groups, as well as assist with understanding the interdependencies and how future provision of these housing related support services will effectively contribute to maximising independent living and improving health and wellbeing.
- Providers contracting with Bristol City Council will be subject to an accreditation process to ensure that all providers have an up to date equalities policy which is reviewed on a minimum of every 3 years or more frequently where appropriate (i.e. changes to legislation). All current services have been required to meet the minimum standards of the Supporting People Quality Assessment Framework (QAF) as part of their contract.

4.3 How will the impact of your proposal and actions be measured moving forward?

The impact of the proposals will be measured throughout whilst any changes are being implemented. Any actions will be conducted in partnership with relevant internal departments, providers and relevant agencies to ensure that those service users of protected characteristics affected are provided with

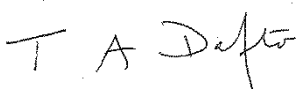

Appendix E – Equality Impact Assessment Form

support from a relevant service. Not all service users will be mitigated from the impact of this proposal due to eligibility for services.

We will require equalities data as part of the contractual monitoring information from service providers who successfully tender for providing services in the future.

The proposal to develop new models for targeted and preventative support will also ensure the embedding of a performance management framework that will clearly measure the impact of:

- enabling individuals and communities to do more for themselves and others
- working with partners to increase independence and provide targeted care, support and protection to those who need it
- Service providers will be measured on the outcomes that they achieve with the people

Service Director Sign-Off: 	Equalities Officer Sign Off:  Duncan Fleming
Date: 7/8/2018	Date: 16/8/18