Budget Proposals 2014/15 and 2015/16: Equality Impact Assessment (EIA)

Business Unit:	Supporting People	Directorate:	Adults & Resources
Date Started :	12/08/13	Date of current version:	06/02/14

The council and its partners are facing a significant challenge in the savings it needs to make over the next couple of years. This Equality Impact Assessment (EIA) has been developed as a tool to enable business units to fully consider the impact of their proposals on the community. As a council we need to ensure that we are able to deliver the savings that we need to make while mitigating against any negative or adverse impacts on particular groups across our communities.

This EIA will evidence that the Council have fully considered the impact of the proposed changes and has carried out appropriate consultation on those changes with the key stakeholders. This EIA and the evidence provided within it will allow Councillors to make informed decisions as part of the decision-making process regarding the council's budget.

Executive Lead / Head Sign off:

Executive Lead(s)	Cllr Christine Scouler	Executive	Fran Mason
		Head:	
Date:	06/02/14	Date:	06/02/14

Summary from Overall Budget Proposals:

	2014	ngs for /15 and 15/16	Implementation Cost	Delivery When will this	Ri •	Impact on community		ype of ecision	rpe of cision	
Proposals – Outline	Income £ 000's	Budget reduction £ 000's	Include brief outline + year incurred	proposal realise income / savings	•	If statutory service please state relevant legislation section and Act together with any statutory guidance issued.	Internal	Minor	Major	
Jatis 25 units of temporary accommodation based support – 10 units for people in structured treatment for drug and alcohol use. 15 units for people who are abstinent. Referrals must have an assessed local connection with Torbay. Annual contract value: £239,800		Reduce by 100%: £239,800		April 2014 (but there would have to be 3 months notice given to end the contract)	1	Current contract expires March 2014 Potential reduction in successful treatment completions Potential reduction in problematic substance misusers engaged in employment and in settled accommodation Potential impact on rough sleepers and prolific offending because unlikely alternative accommodation could be found. There is the potential for a reduction in appropriate emergency accommodation which may result in vulnerable people rough sleeping. There is the potential for increased demand for adult social care services Consultation and Equality Impact Assessment undertaken to assess mpact of the proposal.			X	

Section 1: Purpose of the proposal/strategy/decision

No	Question	Details
1.	Clearly set out the proposal and what is the intended outcome.	The accommodation services for people recovering from drug and alcohol use are currently provided by Jatis, a small local organisation. There are 2 services:
		 Structured treatment service – this service provides 15 units (beds) of accommodation, in shared houses, for people who are currently involved in treatment for drug/alcohol use. The service provides support for people to gain independent living skills, and access voluntary work/paid work or training/education, in addition to support around a persons recovery.
		 Abstinence service – this service provides 10 units (beds) of accommodation in shared houses, for people who are abstinent from drugs and alcohol and provides support for people to re integrate into the community. Similarly to the structured treatment service, the service provides support for people to gain independent living skills, and access to work/education/training.
		The maximum length of stay in both services is 18 months, and all people who use the service must have a local connection to Torbay. People are often referred from the statutory drug and alcohol treatment service, and some are referred from the Leonard Stocks centre which provides temporary accommodation and support for people who are homeless (please see separate Equality Impact Assessment for the Leonard Stocks centre).
		Jatis also offer additional services on top of their contract, for which they do not charge the local authority. This includes 'pre engagement' work where the service works with people prior to them accessing the service to support them (for example whilst someone is waiting to come into the service). Jatis also provide many leisure activities for people in the service, for example football and camping trips.
		The proposal is to end both services. The contract value for the structured treatment service is £141,278 per annum. The contract value for the abstinence service is £98,462 per annum. The combined contract value is £239,800 per annum.
2.	Who is intended to benefit / who will be affected?	The primary group of people who will be affected are people who are recovering from drug/alcohol use and need to be in a stable and supported environment in order to be successful in their recovery. If the current service provider services were to end, there would be no supported accommodation for people recovering from substance use.

No	Question	Details
		People being successful in their recovery is not only about them stopping using drugs/alcohol, but the lifestyle changes that are associated with this, and which the Jatis services support For example:
		 There is a proven link between drug use and crime, and many of the people that use the Jatis services are involved in the criminal justice system. Jatis supports people to comply with orders and desist from offending. Without the service, it is possible that some of these people would return to drug use and offending. As mentioned, some of the people in the Jatis services are referred from the Leonard Stocks centre, which works with people who are homeless. In these cases, it is common that drug/alcohol use is a major factor in people becoming homeless. These people need accommodation and support in order to address their drug/alcohol use. Without a service like the Jatis project, it is possible that some of these people would return to drug/alcohol use and homelessness.
		 The Jatis project works with many people who have families and children. Some of these people are involved with the local authorities' Children's Services. Jatis supports people to rebuild their relationships with their families. Without this support, it is possible that some people would return to drug/alcohol use and would not rebuild their relationships.
		Commissioning colleagues in public health recognise that Jatis services are an integrated part of the wider drug treatment system. Probation have noted the levels of successful support that Jatis provide to support people to desist from offending.
		The wider impact of the services ending is as follows:
		 Less people will be supported to be successful in their recovery. As noted above, this could lead to an increase in offending, which has an impact on the local community. An increase in offending represents a significant financial cost to the Criminal Justice system (police, probation, courts, prison). Levels of offending associated with only small numbers of offenders who use drugs can be significant, resulting in significant impacts. If less people are successful in their recovery due to the ending of the services, there may be an impact on Housing services, as some of the people who are referred to Jatis from Leonard Stocks are people to whom the Council has a duty under Housing Law. Through Jatis, these people are successfully housed without the intervention of Housing services. If the Jatis service ended, Housing services would retain the statutory duty to these individuals and would have to house them.
		 Jatis are part of the Rehabilitation Panel which looks at funding for residential rehabilitation for people to recover from substance use. Through their involvement in this panel, people have been diverted from residential rehabilitation to Jatis, representing a considerable saving to the local authority.

No	Question			Details
				les the local spend on peoples recovery as it increases the chances that an individual vices ended, this would no longer be the case.
		from elsewhe	re to enable them to r	ocal authorities and have stated that if Torbay ends the contracts, they will seek clients maintain their business. This could result in increased pressures on other services. 36 12/13. These were 31 males and 5 females. The age breakdown was as follows:
		Age range	Number of clients	
		18-24	1	
		25-34	17	
		35-44	13	
		45-54	3	
		55-64	2	
		Total	36	
				of people entering the 2 services over the last 3 years, showing numbers have
		Year	Number of	clients
		2010/11	41	
		2011/12	35	
		2012/13	36	
		In 2012/13, re Where known probation.	was 7 months. The shs. egarding clients enteriown, 122 were accep	vices. The abstinence based service was 96% full during that year and the average tructured treatment service was 97% full during that year and the average length of stay ng short term Supporting People services (across all services): ted as requiring secondary mental health services, and 139 were accepted as requiring m services statutory homeless with 156 of them owed a homelessness duty, another 137 (13%)

No	Question	Details
		were not statutory homeless but considered homeless by the service
		Where known, 31 were assessed as at high risk of domestic abuse and supported through the MARAC (Multi Agency Risk Assessment Conference)
		Jatis are an integrated part of the wider drug treatment system in Torbay and South Devon.

Section 2: Equalities, Consultation and Engagement

Torbay Council has a moral obligation as well as a duty under the Equality Act 2010 to eliminate discrimination, promote good relations and advance equality of opportunity between people who share a protected characteristic and people who do not.

The **Equalities, Consultation and Engagement** section ensures that, as a council, we take into account the Public Sector Equality Duty at an early stage and provide evidence to ensure that we fully consider the impact of our decisions/proposals on the Torbay community.

Evidence, Consultation and Engagement

No	Question	Details
No 3.	Question Have you considered the available evidence?	The evidence suggests that the service has a positive impact on people's lives and recovery from substance misuse. The Supporting People outcomes for Jatis services are good (for example in the year 2012/13, of those with an expressed need (n=29), 72.4% achieved paid work whilst in 1 of the 2 services and 88.6% of those with an expressed need (n=35) participated in education or training). This is taken from outcomes records for 37 of the 38 clients who left the service in 2012/13 (1 outcome record was missing). In addition, there is evidence to suggest that the service has a positive impact on people's recovery. Benefits to the treatment system: A review of a cohort of clients who have been through Jatis structured treatment accommodation service compared the cohort to the general treatment population in Torbay:
		47.5% (n=28) are currently maintained in treatment, evidencing stability that the service provides to enable treatment engagement.

No	Question	Details
		 JATIS client have much lower (therefore better) proportions of unsuccessful discharge compared to the general treatment population for the same period - 17.2% vs 31.1%.
		JATIS client have slightly better proportions of successful discharge compared to the general treatment population for the same period, 2009-2012 - 51.7% vs 46.9%
		Figures show that levels of hospital stays for alcohol related harm and hospital stays for self harm, and that long term unemployment are significantly worse in Torbay than the England average. The service can impact on these figures by supporting vulnerable people to recover from previous lifestyles, enter training/employment, and to make healthy and safe life choices

¹ Torbay Health Profile 2013, Public Health England, 24 September 2013, <u>www.healthprofiles.info</u>

4.	How have you
	consulted on the
	proposal?

Providers of Supporting People funded services

The consultation period ran from Thursday 21 November 2013 to 16 January 2014

On 21st November Providers were sent written details outlining the proposal(s) for their service(s) and given the Consultation Summary document detailing the overall proposals for the Supporting People (SP) programme, Equality Impact Assessments (EIAs) for their services and access to view the EIAs of other services online.

Initial provider meetings/conversations were set up with SP Contract Managers in the week prior to the formal draft budget announcement. This was to explain the proposals and consultation process to providers and to allow the providers time to arrange meetings with their staff to take place on the day of the budget announcement (as for many services the proposals will affect staff)

A client profile template was developed and sent to Providers to complete to identify clients in support services who were also in receipt of a statutory service. This information was used to inform the service EIAs and evidence where there might be an impact on the expenditure in other parts of the Authority.

The Consultation Summary document and questionnaire were available on the Supporting People page of the Council's website.

A follow up email was sent to Providers on 8th January asking if they were responding collectively, individually or both; and asking them to encourage referral agencies to respond to the consultation.

Current and previous users of Supporting People funded services, and their carers, relatives and advocates.

A standard letter outlining the specific proposals for each service was sent to the service provider to distribute to their service users. The letter outlined where service users could access and complete the client consultation questionnaire and explained the consultation process including the opportunity to attend focus groups or face to face interviews.

Posters were sent to Providers to insert the details of the consultation events and promote these to service users. A number of focus groups proportionate to size of service were held for each of the affected services. Where services had more than 20 clients then 2 focus groups were offered, with the option for more if required, subject to the availability of resources to facilitate them. Focus groups used the same questions as the client questionnaire. However 1 focus group for clients in the supported employment service used different questions, chosen by by the external agency that facilitated this particular group.

Focus groups were facilitated by representatives from Torbay Voice with a member of the SP team present to record comments. Where a focus group was organised but there were no attendees, the focus group has not been counted.

Face to face interviews (with Torbay Voice representatives) or telephone interviews were offered to those choosing not to or unable to attend focus groups using the same questions.

There may be a small duplication of respondents as some may have completed a questionnaire as well as attended a focus group

Providers were encouraged to undertake their own consultations using the same questions, and some providers issued the questionnaires to their clients.

The client questionnaire was available on the SP page of the Council's website and providers advised of this so that they could direct service users to it, or support service users to complete it themselves.

Individual written submissions (email and letter) were received from service users, relatives, and family members.

Stakeholders including statutory partners, referral agencies, local and national partner organisations

An email was sent to all stakeholders attaching the SP Consultation Summary document and stakeholder questionnaire, a summary of SP services and a link to the EIAs for each service. Stakeholders were also encouraged to respond to the overall Council budget proposals and a link to the wider Council budget consultation was included in the email.

Stakeholders included:

- Torbay and Southern Devon Health and Care NHS Trust
- Devon Partnership Trust
- Devon and Cornwall Probation Trust
- South Devon Clinical Commissioning Group
- Torbay Council Housing Services
- Torbay Council Children's Services
- Police
- Referral agencies such as: Community Mental Health Teams, Disability Information Service, Housing Options team, Torbay Hospital

Other local and national partners such as: British Association of Supported Employment, Shelter, The Alzheimers Society, MIND and Mencap

See Appendix 1 for results.

Other including members of the public/non service users

	1	
		A general questionnaire was placed on the Council's website by the Council's Policy and Performance Team asking about all of the Council budget proposals including a section on Supporting People. The SP section contained a link to the SP consultation documentation on the specific budget proposals for SP services. Further representations were made in writing (via letter, email and petition) by organisations and members of the public. A total of 285 representations were received, as well as 21 focus groups that were facilitated for clients and carers, where 160 people attended.
5.	Outline the key findings	There were 27 responses received which referred to this proposal. There were also 2 focus groups held for clients where 21 people attended. Those using the service felt that the support they offered was vital in them addressing their substance misuse. The service also addressed the emotional issues that people had, giving people more confidence and self worth, enabling them to move towards employment, their own home and a drug free life as part of the community. Those responding felt that if the service closed, there was a greater chance of people committing suicide, ending up as homeless or in prison or relapsing into substance misuse and/or criminal behaviours. Consequently, their ability to cope and deal with issues and their health would diminish significantly.
		It was felt that the costs associated with dealing with the increased crime, drug use and health issues resulting from the closure of the service would outweigh any savings achieved through that closure
6.	What amendments may be required as a result of the consultation?	Provider organisation and Police, probation and health services request a delay in implementation of the proposals so that alternative sources of funding can be investigated.

Positive and Negative Equality Impacts

No	Question	Details
7.	Identify the potential	
	positive and negative	
	impacts on specific	

Question	Details			
groups				
	Positive Impact	Negative Impact	Neutral Impact	
Older or younger people			All but 2 of the 36 people entering the service in 2012/13 were aged between 18 and 54.	
People with caring responsibilities		Many of the people that Jatis works with have families and dependent children, so there could be a wider impact of the service closing if people return to drug use. This could impact on their family relationships and economic situation.		
People with a disability			No differential impact has been identified.	
Women or men			The service was predominantly used by men in 2012/13 (86%) but is available to both genders	
People who are black or from a minority ethnic background (BME)			No differential impact has been identified	
Religion or belief (including lack of belief)			No differential impact has been identified	
People who are lesbian, gay or bisexual	/		No differential impact has been identified	
People who are transgendered			No differential impact has been identified	
People who are in a marriage or civil partnership			No differential impact has been identified	
Women who are pregnant / on maternity leave			No differential impact has been identified	
Socio-economic impacts (Including impact on child poverty issues and deprivation)		Out of the 36 people who entered the service in 2012/13, 56% had a status that meant they were eligible for welfare benefits		
		There would be a socio economic impact if the services were to close as		

No	Question	Details		
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Jatis are successful at supporting people into training/education and employment. This reduces peoples' reliance on benefits. The service supports vulnerable people to recover from previous lifestyles, enter training/employment, and to make healthy and safe life choice. Therefore		
	population of Foliagy)	the ending of this service would have an impact on public health as it means there would be less support for people to recover from using substances.		
8a.	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	The cumulative impact of the ending of other Supporting People services will result in there being no other services for people with substance use issues to access. Generic floating support services which may have been able to provide non specialist support, such as SIFs and COSS, are proposed to be reduced by 100% (see separate EIA for floating support services). There would therefore be no alternative support for people. People who use substances are more likely to become homeless and be involved in the criminal justice system. Proposed cuts to the Leonard Stocks centre and the Criminal Justice Accommodation service will remove any alternative services for this group.		
8b.	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)	Supporting People are not aware of any other public service changes at this time.		

Section 3: Mitigating action

No	Action	Details

Summarise any negative impacts and how these will Negative impacts identified in section 7: be managed? 1. Many of the people that Jatis works with have families and dependent children, so there could be a wider impact of the service closing if people return to drug use. This could impact on their family relationships, their caring role as a parent, and economic situation. 2. Out of the 36 people who entered the service in 2012/13, 56% had a status that meant they were eligible for welfare benefits. There would be a socio economic impact if the services were to close as Jatis are successful at supporting people into training/education and employment. This reduces peoples' reliance on benefits. 3. The service supports vulnerable people to recover from previous lifestyles, enter training/employment, and to make healthy and safe life choice. Therefore the ending of this service would have an impact on public health as it means there would be less support for people to recover from using substances. It will be very difficult to minimise negative impacts due to the cumulative effect of the overall reduction in Supporting People services, meaning that there are no alternative services to refer people to. We will monitor potential Reduction in successful treatment completions Reduction in substance users engaged in employment & in settled accommodation (Council, public health outcome) Potential increase in homelessness, and offending Potential increase in rough sleeping Redundancy of staff of small local business who deliver the contract Increase in people moving to Torbay from other areas to access support supplied by Jatis for drug and alcohol use Potential increase in temporary accommodation budget The impacts will be monitored and reported to commissioning for Independence Board chaired by the Director of Adult

Section 4: Monitoring

Services

No	Action	Details	
10.	Outline plans to monitor the actual impact of your		
	proposals	 Monitoring successful treatment completions – this information can be obtained from public health colleagues and reported quarterly 	
		 Monitoring numbers of homelessness assessments - this information can be obtained from colleagues in housing and reported quarterly 	
		 Monitoring numbers of people accepted as statutorily homeless requiring emergency accommodation — this information can be obtained from colleagues in housing and reported quarterly 	
		 Monitoring crime figures – this information can be obtained from colleagues in the police and reported quarterly 	
		 Redundancy of staff due to this proposal – this information can be obtained from the provider and reported alongside the first quarters impact data. 	
		 Numbers of people moving to Torbay from other areas to access support from Jatis – this information can be obtained from the provider and reported quarterly 	
		 Monitoring temporary accommodation costs – this information can be obtained from colleagues in Housing Options and reported quarterly 	
		 Monitoring rough sleeper numbers - this information can be obtained from the rough sleepers count, or 'No second night out' if continued, and reported quarterly 	
		The impacts will be monitored and reported to commissioning for Independence Board chaired by the Director of Adult Services	

Section 5: Recommended course of action –

No	Action	Outcome	Tick ✓	Reasons/justification for recommended action
11.	State a recommended course of action	Outcome 1: No major change required - EIA has not identified any potential for adverse impact in relation to equalities and all opportunities to promote equality have been taken		
		Outcome 2: Adjustments to remove barriers – Action to remove the barriers identified in relation to equalities have been taken or actions identified to better promote		

1	· · · · · · · · · · · · · · · · · · ·		, , , , , , , , , , , , , , , , , , ,
	Outcome 3: Continue with proposal - Despite having identified some potential for adverse impact / missed opportunities in relation to equalities or to promote equality. Full justification required, especially in relation to equalities, in line with the duty to have 'due regard'.	X	The purpose of this proposal is not to discriminate directly or indirectly, and does not amount to unlawful discrimination. The Council has to deliver significant savings, and in doing so has to prioritise its statutory responsibilities. Whilst the consultation has highlighted the benefits derived from the service together with the impact upon those who currently receive the service, this service is not statutory. The Council will endeavour, with its partners and the community, to mitigate against any adverse impacts. If any individual affected by the decision meets the FACS criteria, they will receive a service to meet their needs from Torbay & Southern Devon Health & Care Trust.
	Outcome 4: Stop and rethink – EIA has		In light of the views expressed in the consultation that if given additional time there may be opportunities to access different funding streams to enable the service to continue, the Council is now proposing the establishment of a one off transitional fund in the value of £203,800, which will be provided to the service in 2014/15. This transitional fund is designed to provide the service with sufficient time to explore opportunities to enable the service to continue for a future without Council funding.
	identified actual or potential unlawful discrimination in relation to equalities or adverse impact has been identified		

Appendix 1

Consultation Results: Jatis services - Reduce by 100%

There were 27 responses received which referred to this proposal. There were also 2 focus groups held for clients where 21 people attended.

The services are provided by the Jatis Project.

Theme	Examples of comments		
Potential for Death/suicide	"Well plain and simply I could be dead by now. My drinking and drug taking was sending me down a dark road with no return. I would have lost my kids because of drink alone so I owe Jatis my life and with their follow up care I should be good forever now." "I don't know- expect would have been homeless, dead or in prison." "At the time I came here from hospital. If I hadn't I probably would of ended up homeless, seriously ill or even dead" People at the focus groups made similar points to those above.		
Potential for Homelessness	"If the service wouldn't have been available I would have been homeless, lost all contact with my children and been in prison." "I would still be using drugs and probably be on the streets." "I would of continued in a vicious circle of drugs and crime and homelessness and jail." People at the focus groups made similar points to those above.		

Theme	Examples of comments
Return to substance misuse and crime	"I think that many addicts, deprived of these services, could only look forward to an inevitable spiral down into an eventually fatal lifestyle." "without the support Jatis provides, many will sink back into crime, thus creating more problems and extra cost for the courts, the police, prisons ,probation and the public." People at the focus groups made similar points to those above.
Ability to cope and deal with issues	"I believe that the major advantage of this service is the bringing together of people from many age groups and backgrounds. All with the single aim of beating addiction, serving not only to strengthen our resolve, but also, with the help of extremely empathetic and caring staff, to restructure our future lives in such a way as to render our previous reliance upon addiction unnecessary." People at the focus groups made similar points to those above.
Impact on statutory services and cost to the local authority	"Any reduction in the funding which Torbay Council provides for this is likely to mean that far more offenders do not receive the help they need and as a result remain using and offending for much longer. The cost to our community will, therefore, be much greater and will mean that any savings are negated." "It would be insane to close support services. So would be committing crime to feed drug habits on daily basis which would mean me using more police, court, hospital time and using Shrublands again and again and again." "I would of gone back to the local drug services which I had done on many occasions in the past and probably got a methadone
	prescription, carried on using illicit substances and ended up in jail costing the Local Authority a great deal of money."

Theme	Examples of comments	
	People at the focus groups made similar points to those above.	
Health and Wellbeing of individuals	"This service offers a safe and drug free home environment with the tailored additional support I need." "I have been able to change myself in a way that under a safe and secure environment has nurtured me in a good way. That I have been able to regain the skills to be in the public community. I like that its abstinence based so no-one can use which makes it safer for me." "Being in a safe environment with fellow service users. Learning to engage into society. And use other facilities. My communication and confidence are now in abundence and have now achieved a solid relationship with my estranged children." "Helped me to admit that I had big issues with harmful alcohol abuse and to face these issues daily. Helped to identify and minimise risks to myself and others. Helped me by being delivered in a supportive environment which has enabled me to engage with work." People at the focus groups made similar points to those above.	
Quality of life and self worth	"It has given me confidence and the belief that I can achieve anything; given me the tools to help me cope with independent living; helped me manage my finances." "They help me with past problems and present, with addiction, with techniques to help remain abstinent. Always encourage volunteering and training so I can get work in the future, encourage honest and healthy lifestyle. Without them I don't like to think where I would have	

Theme	Examples of comments
	ended up."
	"Feel safe and secure. I feel very settled here and able to address my issues and I am beginning to make structure in my everyday life, i.e. Shoping for food, keeping appointments, looking after my health with the goal of volunteering and training."
	"I have attended parenting groups, and also attend college and I have also secured two volunteer placements."
	People at the focus groups made similar points to those above.
Quality of service-'a	"It's saved me, if I carried on using drugs my life would be awful." "I honestly don't know what I would have done; probably continued using drugs, drinking alcohol, committing more crime and putting more pressure on the community. And then the end result for me would have been prison and then ultimately my death. This project is a lifeline for so many."
lifeline'	"The fact that while the staff there do an utmost professional job they all still warm, friendly and very welcoming to service users. They have a great deal of knowledge and understanding of the whole sorry tale of addiction."
	People at the focus groups made similar points to those above.

Theme	Examples of comments	
Ability to live independently and rebuild life	"Kept me clean from drug use and alcohol and given me the tools to live a normal and productive life." "The Jatis project helped me with my drink and drug problems, helped me become more relaxed and focussed on life. Helped me deal with budgeting and financing every day life. Employment opportunities, housekeeping, time keeping, and lead a meaningful sober life." "It has given me confidence and the belief that I can achieve anything; given me the tools to help me cope with independent living; helped me manage my finances."	