

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:	6/02/14

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 Head:	Fran Mason
Date:	6/02/14	Date:	6/02/14

Summary from Overall Budget Proposals:

Proposals – Outline	Savings for 2014/15 and 2015/16		Implementation Cost <i>Include brief outline + year incurred</i>	Delivery <i>When will this proposal realise income / savings</i>	Risks / impact of proposals <ul style="list-style-type: none"> • <i>Potential risks</i> • <i>Impact on community</i> • <i>Knock on impact to other agencies</i> • <i>If statutory service please state relevant legislation section and Act together with any statutory guidance issued.</i> 	Type of decision		
	Income £ 000's	Budget reduction £ 000's				Internal	Minor	Major
<p>Young People Support & Accommodation Service: 45 units of accommodation for young people (16-24) who would otherwise be statutorily homeless or children in need requiring statutory social work intervention.</p> <p>Annual contract / budget value: £246,950</p>		Reduce by 55% £135,795		March 2014	<ul style="list-style-type: none"> • The current contract expires 17 February 2014 • Reduction in accommodation may impact on Housing Duty to provide advice and assistance for vulnerable 16-24 year olds. • Potential increase in child in need assessments for homeless 16 & 17 year olds and potential increased demand for safeguarding services. • Consultation and Equality Impact Assessment undertaken to assess the impact of the proposal. 			X

Section 1: Purpose of the proposal/strategy/decision

No	Question	Details
1.	<p>Clearly set out the proposal and what is the intended outcome.</p>	<p>The service currently provides an outreach pre-engagement service to work with the young person (16-24) before they enter the accommodation, potentially linking them to services which avert the need for accommodation. The service also then provides an outreach re-settlement service for clients when they leave the accommodation service and move into more independent living. Expected stay is 18 months in pipeline and expected stay in accommodation of 9 months.</p> <ul style="list-style-type: none"> • The proposal is to alter the service delivery of the young people support and accommodation service currently delivered by Independent Futures as the main provider, with Westcountry and Parkview delivering in a partnership and sub contracting arrangement. • The aim is to support budget savings for the Local Authority. • This service currently supports 45 accommodation based units, split over 4 buildings and provides outreach support initially to engage young people and resettlement support when they leave the service. In total the service delivers 120 contracted support hours per month in outreach (approximated at 10 clients for this EIA). • The service fits as part of a pipeline of services for young people which includes a homelessness prevention service, emergency accommodation and supported lodgings. • The current contract ends in February 2014 <p>Proposals</p> <p>Proposal - to reduce capacity of the service by 55%. This would result in cost savings to the LA of £135,795</p> <p>Objectives</p> <p>Re-negotiate the contract to reduce the contract capacity.</p>

No	Question	Details
2.	Who is intended to benefit / who will be affected?	<p>Proposal will impact on young people who are priority under homeless legislation or leaving care and young people who could be prevented from becoming homeless or children in need.</p> <p>The young people service provides accommodation and support for the following groups of young people and they will be most affected</p> <ul style="list-style-type: none"> • homeless 16 & 17 year olds, • 16 & 17 year olds leaving care • 16-24 young people requiring supported accommodation. • Service Provider if capacity is reduced. • Potential redundancy costs for staff and use of building issues. <p>Clients currently in the service will need support to move on to other accommodation.</p> <p>Key stakeholders affected are:</p> <ul style="list-style-type: none"> • Current service users: young people and their families • The Service Provider; staff employed within the service who may be subject to redundancy • Housing Services who use supported accommodation as housing solution for young people either through their prevention or statutory homeless work • Children's Services will need to respond to the demand for accommodating young people who are assessed as 'children in need' under Section 20 of the Children's Act and for providing move on accommodation for young people leaving care.

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
3.	Have you considered the available evidence?	<p>Supporting People currently commission the Service to provide 45 units of supported accommodation across Torquay and Paignton in shared housing and self contained properties, plus initial outreach and resettlement support when they leave accommodation.</p> <p>Placement numbers into the current service for 2012/13 are 37 different young people. Between service start on 21 February 2012 and 31 March 2012 there were 24 young people recorded as entering the service</p> <p>34 out of 36 young people leaving the service in 2012/13 did not need to enter emergency accommodation, meaning homelessness was avoided.</p> <p>92.3% of young people who were NEET (Not in Employment, Education or Training) when they entered the service were supported to access EET whilst in the service (12/13).</p> <p>Two care leavers and 2 young people on cusp of care used the service in the year 2012/13. Data from 2013/14 shows 5 care leavers left the Service in quarter 1.</p> <p>Children's Services social care data identifies the number of young people entering the social care system is increasing. When these young people reach age 16 they could access Supporting People young people services as part of their move on options from foster care or residential placements. A decrease in the number of supported accommodation units may increase waiting times meaning a delay in appropriate move on and meaning the needs of young people could increase due to no earlier intervention.</p> <p>The number of young people aged 16-24 is approx 12700 (census 2011). 217 young people aged 16-17 approached the youth homelessness prevention service as homeless in 2012/13. 19 of these young people who could not return home following family mediation moved into supported accommodation.</p> <p>Latest figures show proportion of children in poverty in Torbay is significantly above the England average at 24%. The rate of teenage pregnancies in Torbay is significantly higher than England at 52.2 per 1000 15-17</p>

No	Question	Details
		<p>year olds. Levels of adult obesity, hospital stays for alcohol related harm and hospital stays for self harm are worse in Torbay than England average.¹ The service can impact on these figures by supporting vulnerable young people with varying needs to move on to sustainable independence and live healthy lifestyles and to make healthy and safe life choices.</p> <p>In 2012/13, regarding clients entering all short term Supporting People services (including young people entering this service):</p> <ul style="list-style-type: none"> • Where known, 122 were accepted as requiring secondary mental health services, and 139 were accepted as requiring Probation/Youth Offending Team services • Where known, 27.6% (293) were statutory homeless with 156 of them owed a homelessness duty, another 137 (12.9%) 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)
4.	How have you consulted on the proposal?	<p>Providers of Supporting People funded services</p> <p>The consultation period ran from Thursday 21 November 2013 to 16 January 2014</p> <p>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)</p> <p>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.</p> <p>The Consultation Summary document and questionnaire were available on the Supporting People page of the Council's website.</p> <p>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.</p>

¹ Torbay Health Profile 2013, Public Health England, 24 September 2013, www.healthprofiles.info

No	Question	Details
		<p>Current and previous users of Supporting People funded services, and their carers, relatives and advocates.</p> <p>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.</p> <p>Posters were sent to Providers to insert the details of the consultation events and promote these to service users.</p> <p>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 the external agency that facilitated this particular group.</p> <p>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.</p> <p>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.</p> <p>There may be a small duplication of respondents as some may have completed a questionnaire as well as attended a focus group</p> <p>Providers were encouraged to undertake their own consultations using the same questions, and some providers issued the questionnaires to their clients.</p> <p>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.</p> <p>Individual written submissions (email and letter) were received from service users, relatives, and family</p>

No	Question	Details
		<p>members.</p> <p>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.</p> <p>Stakeholders included:</p> <ul style="list-style-type: none"> • 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 <p>Other local and national partners such as: British Association of Supported Employment, Shelter, The Alzheimers Society, MIND and Mencap</p> <p>See Appendix 1 for consultation results</p> <p>Other including members of the public/non service users 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.</p> <p>Further representations were made in writing (via letter, email and petition) by organisations and members of the public.</p> <p>A total of 285 representations were received, as well as 21 focus groups that were facilitated for clients and</p>

No	Question	Details
		carers, where 160 people attended.
5.	Outline the key findings	<p>There were 12 responses received which referred to this proposal. There was also 1 focus group held for clients where 8 people attended.</p> <p>The proposal to reduce the funding for the Young People's Support and Accommodation Service by 55% will significantly impact on the capacity of the service to effectively support the number of young people it is currently able to assist. There will be a significant reduction in the number of young people the service is able to support and also in the level of support that is available for those who are able to access the service. The provider will have to reduce the number of units of accommodation available, this will potentially lead to an increase in homelessness, as the number of young people accessing the already limited accommodation with Torbay increases. Reduced access to the service will also increase the risk of mental ill health, substance misuse and criminal behaviour, if the support provided to develop confidence and life skills is no longer there. Many young people accessing the service they have no-one else to turn to and this was highlighted by 4 of the young people who attended the focus group, who stated that they would not still be alive if it were not for the service. Many young people would find it more difficult to gain the skills and access education, training and employment needed to enable them to live an independent and productive life.</p> <p>The current service has been specifically designed to provide early intervention and prevention for some of the most vulnerable people in our communities. The proposed cuts will over time lead to increased costs elsewhere in the system as clients start to use more intensive, higher cost statutory services.</p> <p>The provider has highlighted its concerns regarding the risk to clients, staff, property and the local community if the level of support provided within the service is reduced and want to be able to continue to provide a service that is safe, appropriate and affordable for this very vulnerable client group.</p>
6.	What amendments may be required as a result of the consultation?	<p>Mitigating action: Negotiation with provider on whether remaining 46% of service could be spot purchased by Torbay Children's Services for post 16 placements to meet statutory requirements</p> <p>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.</p>

Positive and Negative Equality Impacts

No	Question	Details		
7.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact	Neutral Impact
	Older or younger people	Housing Options and Children's Services will meet statutory need for accommodating young homeless people and care leavers	Young People may be placed in emergency accommodation for a longer period of time whilst longer sustainable accommodation is sourced by the Housing Options team. 94% of the clients entering this service in 2012/13 were aged 16 to 18 (only have data for 18 out of 37 which applies for all of the below stats)	
	People with caring responsibilities			The number of young carers using the service is not identifiable. No impact from client record data analysis as all young people using the service are without dependent children.
	People with a disability			No impact from analysis of client record data.
	Women or men		89% of clients entering the service in 2012/13 were female	
	People who are black or from a minority ethnic background (BME)			No impact from analysis of client record data
	Religion or belief (including lack of belief)			No impact from analysis of client record data

No	Question	Details	
	People who are lesbian, gay or bisexual		No impact from analysis of client record data
	People who are transgendered		No impact from analysis of client record data
	People who are in a marriage or civil partnership		This data is not available
	Women who are pregnant / on maternity leave		This data is not available
	Socio-economic impacts (Including impact on child poverty issues and deprivation)		<p>In 2012/13, where economic status is known, 56% of people who entered short term Supporting People services (across all services) had a status that meant they were eligible for welfare benefits</p> <p>Impact could be increase or continue child poverty- Latest figures show proportion of children in poverty is significantly above England average.¹ Service supports young people (many of a low income) to live sustainable independent lives and to identify and gain training and employment opportunities.</p>
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)		Indicators show that levels of adult obesity, hospital stays for alcohol related harm, and hospital stays for self harm are worse in Torbay than England average. ¹ The service

No	Question	Details	
			supports vulnerable young people with varying needs to live healthy lifestyles and gain independence.
8a.	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	<p>A reduction in the number of supported accommodation units will directly impact upon Housing Options service and requirements for temporary accommodation for those homeless young people aged 16 to 24 where the Council has accepted a housing duty. The Housing Options service are commissioning a portfolio of emergency accommodation and will need to take account of the proposed 50% reduction in supported accommodation for young people.</p> <p>The proposed 100% reduction to Supporting People floating support services means there will no alternative supporting people support available to mitigate the impacts.</p>	
8b.	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)	No other public service changes known that could add to cumulative impact of proposal.	

Section 3: Mitigating action

No	Action	Details
9.	Summarise any negative impacts and how these will be managed?	<p>Negative impacts as outlined in section 7 above:</p> <ul style="list-style-type: none"> • 94% of the clients entering this service in 2012/13 were aged 16 to 18, therefore young people will be disproportionately affected by this proposal. • 89% of clients entering the service in 2012/13 were female. Females will be disproportionately affected by this proposal. • In 2012/13, where economic status is known, 56% of people who entered short term Supporting People services

		<p>(across all services) had a status that meant they were eligible for welfare benefits, Therefore people on welfare benefits will be proportionately affected by the proposed change.</p> <p>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 the impacts as set out in section 10 below on a quarterly basis.</p> <p>Other mitigating actions</p> <ul style="list-style-type: none"> • <u>A reduction to support to young people may result in an increase in children looked after under Section 20 of the Children’s Act - this will be managed through the decommissioning process for existing clients to share information with social care staff about on-going support needs for young people.</u> • <u>Increase number of young people presenting to Housing Options for accommodation, advice and assistance - this will be managed through the decommissioning process for existing clients to share information with Housing Options. The on-going risk will be managed by the Housing Options service who plan to commission a portfolio of emergency accommodation; this will meet the immediate housing need of young people who are homeless.</u>
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Section 4: Monitoring

No	Action	Details
10.	Outline plans to monitor the actual impact of your proposals	<p>The following impacts will be monitored and reported to the Commissioning for Independence Board, chaired by the Director of Adult Social Services:</p> <ul style="list-style-type: none"> • Numbers of young people requiring homeless assessments. • Numbers of young people identified as in Priority Need by Housing Options requiring emergency accommodation • Numbers of young people seeking advice and assistance from Housing Options • Numbers of young people requiring Initial Assessments to determine if they are ‘children in need’ • Waiting times for young people seeking supported accommodation.

Section 5: Recommended course of action –

No	Action	Outcome	Tick	Reasons/justification for recommended action
11.	<p>State a recommended course of action Clearly identify an option and justify reasons for this decision. The following four outcomes are possible from an assessment (and more than one may apply to a single proposal). Please select from the 4 outcomes and justify the reasons for your decision</p>	<p>Outcome 1: No major change required - EIA <i>has not identified any potential for adverse impact in relation to equalities and all opportunities to promote equality have been taken</i></p>	✓	
		<p>Outcome 2: Adjustments to remove barriers – <i>Action to remove the barriers identified in relation to equalities have been taken or actions identified to better promote equality</i></p>		
		<p>Outcome 3: Continue with proposal - Despite <i>having identified some <u>potential</u> 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’.</i></p>	X	<p>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 (over 18’s), they will receive a service to meet their needs from Torbay & Southern Devon Health & Care Trust, if any 16 – 17 year old requires support from Children’s Services they will be appropriately referred.</p> <p>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 £74,700, which will be provided to the service in</p>

			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 with less Council funding than is currently provided.
		<i>Outcome 4: Stop and rethink – EIA has identified actual or potential unlawful discrimination in relation to equalities or adverse impact has been identified</i>	

Appendix 1

Young People’s Support and Accommodation Service (YPAS)- Reduce by 55%

There were 12 responses received which referred to this proposal. There was also 1 focus group held for clients where 8 people attended. The service is provided by Independent Futures, with some elements of delivery sub-contracted to Westward Housing and Parkview Guesthouse.

Category	Examples of comments
Impact on the Health, Wellbeing and Quality of Life of Existing and Potential Clients	<p>“The 55% reduction in funding for the Young People’s Support and Accommodation Service will create risks of homelessness, mental ill health, increasing substance misuse and criminal behaviour, whilst decreasing opportunities for training and employment.”</p> <p>This is illustrated through a number of case studies supplied by the provider, the type of which impacts on health etc. have been summarised below:</p> <ul style="list-style-type: none"> • Support with behaviour, attitudes and beliefs • Attending mental health appointments • Increased confidence • Skills to live independently

Category	Examples of comments
	<ul style="list-style-type: none"> • Volunteering • Building confidence <p>Two focus groups were held with service users from YPAS. They mentioned the reputation and quality of the service including the safety and security of some of the accommodation provided. Some commented on the support with life skills that they had received and how their confidence had grown. Four out of eight service users said that they would not be still alive if it were not for the service. One service user now volunteers on the Community Forum of a South West based housing association, monitoring key performance indicators and participating in the editorial panel of their quarterly newsletter.</p>
<p>Impact on individual and ability to live independently</p>	<p>“When I first moved in I was depressed, pregnant, self harming. I had no family to help me. I had no confidence and hated myself. I joined courses passed qualifications and had things to look forward to.”</p> <p>“Teaching me how to survive on my own”</p> <p>“If this would diminish I could see many young people such as myself wasting their life away while being miserable for the rest of their meaningless existence.”</p> <p>“Although I would be housed it is the support I get that gives me a greater chance to make a better life later on”</p>
<p>Financial Impact of the Proposals</p>	<p>“The current services have been specifically designed by both commissioners and providers to provide early intervention and prevention functions for some of the most vulnerable people in our communities. The proposed cuts will almost certainly increase costs in the medium to long term as clients without a preventative support service start to use more intensive, high cost statutory services.”</p>

Category	Examples of comments
Impact on the Service / Provider	“We will need to take a balanced view based on the risks to clients, staff, property and the local community. We will need to clarify what sort of level of service and how many units of accommodation the reduction in contact value is proposed to cover before we can make further decisions.”
Opportunities to Discuss Alternative Options / Source Other Funding	“We want to be able to continue to provide services that are safe, appropriate and affordable for these two vulnerable client groups. We want to continue to discuss what options there may be with commissioners.”