

Budget Savings Proposals Full Equality Impact Assessment (EQIA)

Section 1: General Information

1a) Name of the savings proposal

Saving Proposal SSP/9 – Re-commissioning Supporting People Services

1b) Service area

Supporting People

1c) Service manager

Carrie Kilpatrick

1d) Name and role of the officer/s completing the EQIA

Karl Henson, Supporting People Commissioner
Rod Booth, Project Manager

Section 2: Information about changes to services

2a) In brief please explain the savings proposals and the reasons for this change

Savings will be made by achieving efficiencies as a result of tendering the current portfolio of Supporting People (SP) contracts. This will be as a direct result of the procurement process; this does not in itself impact on the range of services currently commissioned. Decisions about the number and nature of services to be commissioned will be made as part of the Supporting People Commissioning Strategy which is due to be considered by Cabinet in March 2011.

The framework is a joint procurement exercise undertaken in partnership with The London Borough of Newham. A decision was made at the Competition Board in January 2010 to set up a framework agreement for supporting people services. It is expected that the majority of future contracts will be let via the framework. There are currently 68 supporting people contracts and 2 internal service level agreements, which between them cover 101 services. Because of the way Supporting People contracts were initially set up these contracts all expire in 2011 and 2012.

The objective is to establish a list of providers from which both authorities can “call off” services efficiently and effectively in a timely manner so managing the large number of contracts to be let. The framework agreement will reduce the need for multiple individual procurements, resulting in cost and resource savings for both authorities, as well as for providers, as they will not have to undertake multiple tenders. The framework agreement will establish a ranked list of providers based on the most economically advantageous bids (i.e. taking into account quality and price) under a number of service categories or ‘lots’.

Calling off services from the framework agreement can be achieved from both a call off without competition, or by mini-tender. It is anticipated that the call-off process will be applied to procure the majority of services. Mini-tenders will be used where the service specification for the generic lots does not sufficiently describe the type of service required.

Having a framework agreement in place will also enable the Council to act quickly in the development of new services, offering value for money, in partnership with agreed providers as and when local needs change.

The proposed saving of £760k is based on achieving an average 5% reduction in current budget expenditure once the individual contracts are “called- off”. Re-tendering in this way offers an excellent opportunity to improve services for some of the most

vulnerable residents in the borough and drive through a programme of change to deliver personalised support services offering choice and control. The savings target is thought to be realistic, as wider benchmarking indicates the price of supporting people services has decreased significantly over recent years. It is based on a realistic target of reducing the cost per hour of current provision from £25 to £21; this means that service costs can be reduced without any direct impact on front-line service delivery.

The Lots are listed as:

Table 1 – Service Categories/Lots

| Client Group | Sub-Categories | Service to be Provided |
|--|---|-----------------------------|
| Mental Health | | Floating Support |
| | | Accommodation based support |
| | Forensic Mental Health | Accommodation based support |
| Vulnerable Adults | Single Homeless | Floating Support |
| | | Accommodation based support |
| | Refugees | Floating Support |
| | | Accommodation based support |
| | Substance Use (Drug & Alcohol) | Floating Support |
| | | Accommodation based support |
| Homeless Families | | Floating Support |
| | | Accommodation based support |
| Learning Disabilities | | Floating Support |
| | | Accommodation based support |
| HIV, Physical & Sensory Disabilities | | Floating Support |
| | | Accommodation based support |
| Younger People, Care Leavers & Teenage Parents | | Floating Support |
| | | Accommodation based support |
| Domestic Violence | | Accommodation based support |

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| | | Floating Support |
| Older People | | Floating Support |
| | | Accommodation based support |
| Generic | Generic Floating Support | Floating Support |

2b) What are the equality implications of your proposal?

Supporting People services are provided to any person for the purpose of developing that person's capacity to live independently or sustaining capacity to do so. The support is provided in two main forms: accommodation based – supported housing scheme with staff on site; and floating support – staff visiting service users in their own home.

A broad spectrum of vulnerable groups are covered by the SP programme. Services are provided for the homeless and rough sleepers, young people leaving care or at risk (including teenage parents), older people, people with mental health needs, physical disabilities, learning disabilities, HIV/ AIDS, people with substance misuse issues, refugees, ex-offenders and women fleeing domestic violence.

In the provision of support, the programme helps the most vulnerable and excluded contribute to wider society by focusing on achieving positive outcomes for individuals:

- Reducing rough sleeping or other forms of homelessness by providing emergency accommodation, such as hostels and supported accommodation;
- Reducing repeat homelessness by providing support to individuals to move from hostels and supported accommodation to permanent independent living;
- Preventing homelessness through eviction due to debt, harassment and lack of relevant support;
- Reducing the need for institutional types of care, for example residential or nursing care by providing supported accommodation and support services that enable individuals to remain in their own homes for as long as is possible;
- Tackling social exclusion by improving access to paid employment, education and training opportunities;
- Tackling substance abuse through appropriate housing related support services for people with a drug or alcohol related

- need, in partnership with agencies providing treatment; and
- Reducing re-offending and promoting community safety, by meeting the housing-related support needs of offenders.

Reducing poverty and inequality drives the local authority's work and its 'One Tower Hamlets' aspiration. As a programme fundamentally designed to address the often complex and inter-related needs of some of the most vulnerable, supporting people is of particular relevance to Tower Hamlets which is one of the most deprived areas in the country.

The framework will ensure that services are improved for local people, change can be monitored, choice and control delivered and as a final outcome efficiencies achieved. It does not in itself impact on those individuals using the services as it does not in itself make changes to the nature of pattern of services, even though in some cases contracts are likely to change to a new Provider.

The most significant impact is likely to be on the Third sector provider market. To ensure that local providers and any other interested providers are helped to build organisational capacity to deliver against new service specifications an experienced independent organisation "Sitra" has been contracted to provide independent support to current and potential suppliers throughout the Framework Agreement process. This support includes specific training and support in submitting collaborative bids, with the intention of maximising the opportunity for small and/or local suppliers to participate competitively in the tender process either by leading or participating in a consortium bid. To date, in addition to providing on-going information and advice Sitra has facilitated 5 supplier briefings sessions, 2 Consortia briefing sessions and 3 Tender training courses available to all potential suppliers.

The Framework Agreement will not result in changes to any services currently commissioned but will focus on the process by which contracts are let. In order to mitigate any potential negative impacts arising from the re-commissioning of services a number of steps are being taken.

Firstly, detailed monitoring information across all client groups is being collated to ensure the exact breakdown of the population currently using services is used to inform re-tendering. This breakdown will be used to inform the formal procurement process, and potential suppliers will be informed that any tender submissions which do not provide a comprehensive and credible description of how the supplier will deliver a sensitive and appropriate service to the diverse communities in receipt of SP services they are bidding for are highly unlikely to be successful. Alongside this, we will also actively promote the submission of consortia bids that

see 'lead' suppliers working in partnership with smaller more specialist suppliers to offer a service that best reflects the community served.

The Framework Agreement PQQ reinforces the boroughs wish to maximise the benefit to local people by utilising local labour and developing opportunities for people who live within the borough or local area, particularly those from disadvantaged communities (e.g. long term unemployed and/or single parents) and asks if the organisation is intending to comply with this. This will be tested further at Invitation to Tender Stage, which will include suppliers being asked to set out their plans for delivering a workforce that reflects the local community.

Although the application of the TUPE arrangements will ultimately be a matter for successful bidders, and any current suppliers who are unsuccessful, to consider, we will make clear from the outset of the procurement process that we believe that TUPE will apply.

Section 3: Equality Impact Assessment

With reference to the analysis above, for each of the equality strands in the table below please record and evidence your conclusions around equality impact in relation to the savings proposal.

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| <p>Race</p> <p><i>Identify the effect of the policy on different racial groups.</i></p> | <p><u>Will the change in your policy/service have an adverse impact on specific ethnic groups? No</u></p> <p>Any providers selected through the re-commissioning process will have had to provide a comprehensive and credible description of how they will deliver a sensitive and appropriate service to the diverse communities in receipt of SP services in Tower Hamlets.</p> |
| <p>Disability</p> <p><i>Identify the effect of the policy on different disability groups</i></p> | <p><u>Will the change in your policy/service have an adverse impact on disabled people? No</u></p> <p>The Framework agreement is the process by which contracts are let. The key aim of commissioning will be to ensure the continued delivery of excellent services which offer value for money to everyone regardless of disability.</p> <p>The Framework savings will not adversely impact in this area. The savings will be made without a change in frontline service delivery.</p> <p>Providers accepted onto the framework and those subsequently awarded contracts through the call off process will need to demonstrate full compliance with equality standards in this area for both the Council and specific supporting people standards relating to support provision.</p> |

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| <p>Gender</p> <p><i>Identify the effect of the policy on different gender groups (inc Trans) groups</i></p> | <p><u>Will the change in your policy/service have an adverse impact on men or women? No</u></p> <p>The Framework agreement is the process by which contracts are let. The key aim of commissioning will be to ensure the continued delivery of excellent services which offer value for money to everyone regardless of Gender;</p> <p>The Framework savings will not adversely impact in this area. The savings will be made without a change in frontline service delivery.</p> <p>Providers accepted onto the framework and those subsequently awarded contracts through the call off process will need to demonstrate full compliance with equality standards in this area for both the Council and specific supporting people standards relating to support provision.</p> |
| <p>Sexual Orientation</p> <p><i>Identify the effect of the policy on members of the LGB community</i></p> | <p><u>Will the change in your policy/service have an adverse impact on lesbian, gay or bisexual people? No</u></p> <p>The Framework agreement is the process by which contracts are let. The key aim of commissioning will be to ensure the continued delivery of excellent services which offer value for money to everyone regardless of sexual orientation;</p> <p>The Framework savings will not adversely impact in this area. The savings will be made without a change in frontline service delivery.</p> <p>Providers accepted onto the framework and those subsequently awarded contracts through the call off process will need to demonstrate full compliance with equality standards in this area for both the Council and specific supporting people standards relating to support provision.</p> |

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| <p>Religion and Belief</p> <p><i>Identify the effect of the policy on different religious and faith groups</i></p> | <p><u>Will the change in your policy/service have an adverse impact on people who practice a religion or belief? No</u></p> <ol style="list-style-type: none">1. Housing related support services are not contracted to deliver faith specific provision. All providers, including those that do have a specific religious ethos, are required to demonstrate and evidence an ability to support service users to access religious and faith based services of their choice;2. All providers are required to achieve prescribed national quality standards for Fair Access, Diversity and Inclusion and3. Equalities profiling of the current service user group is underway and monitoring will continue to ensure improved outcomes are delivered for all religious and faith groups. |
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| <p>Age</p> <p><i>Identify the effect of the policy on different age groups using the prompts above</i></p> | <p><u>Will the change in your policy/service have an adverse impact on specific age groups? No</u></p> <ol style="list-style-type: none"><li data-bbox="392 320 1352 352">1. The majority of SP services are accessible to adults of any age;<li data-bbox="392 395 2040 539">2. There are a number of services with a defined 'age criteria' – in particular sheltered housing for older people and service for young people aged 16 and 17 and young adults aged 18 to 25. Re-tendering will both improve buildings for young people through a programme of modernisation and increase the range of provision for young adults by delivering more units; and<li data-bbox="392 582 2040 646">3. Equalities profiling of the current service user group is underway and monitoring will continue to ensure improved outcomes are delivered for services users of all ages. |
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| <p>Socio-economic</p> <p><i>Identify the effect of the policy in relation to socio-economic inequalities</i></p> | <p><u>Will the change in your policy/service have an adverse impact on people with low incomes? No</u></p> <ol style="list-style-type: none"> 1. Re-commissioning will help roll out the programme to support individuals to access to a personal budget to have choice and control to self direct their support service to meet their care and support needs. Re-commissioning will ensure the Council commissions services which will drive through with some vigour the personalisation agenda; 2. SP services support individuals to maximise benefits, live a healthy lifestyle and access training with the aim of entering employment. All new services commissioned will be performance managed to deliver against these aims; 3. The Framework Agreement PQQ reinforces both boroughs wish to maximise the benefit to local people by utilising local labour and developing opportunities for people who live within the borough or local area, particularly those from disadvantaged communities(e.g. long term unemployed and/or single parents) and asks if the organisation is intending to comply with this. This will be tested further at Invitation to Tender Stage. |
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| <p>Other</p> <p><i>Identify if there are groups, other than those already considered, that may be adversely affected by the policy?</i></p> | <p><u>Will the change in your policy/service have an adverse impact on any other people (e.g. carers)? No</u></p> <p>The new contractual arrangements will not result in any loss of quality or availability of Supporting People services based on identified local need. It is anticipated new service specifications will drive up service quality. Therefore, there are no identified 'knock-on' negative impacts for carers, relatives of service users or other groups.</p> |
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| <p>Staff</p> <p><i>Identify if there are any staff groups, , that may be adversely affected by the policy?</i></p> | <p><u>Will the change in your policy/service have an adverse impact on staff? No</u></p> <ol style="list-style-type: none"> 1. No – the Council will be commissioning external providers to supply services. Internal commissioning and monitoring arrangements will continue to ensure LBTH contracts the best possible services for people locally. 2. All organisations commissioned to provide services will be expected to develop, review and promote policies and practices that ensure equality of opportunity and eliminate discrimination for their workforce in all areas of employment (including recruitment, retention, learning and development, promotion, grievance, disciplinary and retirement). 3. They will be asked through the tendering process to demonstrate how they comply with the: <ul style="list-style-type: none"> ➤ Equal Pay Act 1970 ➤ Sex Discrimination Act 1975 ➤ Race Relations Act 1976 ➤ Race Relations (Amendment) Act 2000 ➤ Disability Discrimination Act 1995 ➤ Disability Discrimination (Amendment) Act 2005 ➤ Human Rights Act 1998 ➤ Employment Equality (Religion or Belief) Regulations 2003 ➤ Employment Equality (Sexual Orientation) Regulations 2003 ➤ Employment Equality (Age) Regulations 2006 ➤ Equality Act 2010 4. It is anticipated that there may be some change in current supplier staffing arrangements dependent upon which supplier organisations win contracts being re-commissioned. TUPE will apply. |
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Section 4: Equality Impact Assessment Action Plan

Please list in the table below any adverse impact identified and, where appropriate, steps that could be taken to mitigate this impact.

If you consider it likely that your proposal will have an adverse impact on a particular group (s) and you cannot identify steps which would mitigate or reduce this impact, you will need to demonstrate that you have considered at least one alternative way of delivering the change which has less of an adverse impact.

| Adverse impact | Please describe the actions that will be taken to mitigate this impact |
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| | See section 2b above for detail of the mitigation action either already in place, or to be taken, in relation to this proposal. |
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If an adverse impact cannot be mitigated please describe an alternative option, its costs and the equality impact.

Section 5: Future Review and Monitoring

Please explain how and when the actual equality impact of these changes will be reviewed and monitored:

The impact of changes will be monitored through:

1. The 2011-16 Supporting People Commissioning Strategy Delivery Plan;
2. The ability of supplier organisations to meet service specifications as part of the re-commissioning tender process (organisations will be scored as appropriate);
3. Regular monthly monitoring information submissions from providers on service user (or customer) age, disability, ethnicity, gender, sexual orientation, religion or belief, health and income status will be reviewed to ensure services are developed to meet identified needs;
4. Regular inspection visits/reviews will take place to ensure providers are meeting all necessary equality targets and legislation; and
5. Regular consultation with service users (or customers) will take place to ensure the needs of everyone regardless of age, disability, ethnicity, gender, sexual orientation, religion or belief, health and income status are taken into account.

APPENDIX A: Equality Impact Assessment Test of Relevance

| TRIGGER QUESTIONS | YES / NO | IF YES PLEASE BRIEFLY EXPLAIN..... |
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| Does the change reduce resources available to address inequality? | No | |
| CHANGES TO A SERVICE | | |
| Does the change alter access to the service? | No | Eligibility criteria will remain the same |
| Does the change involve revenue raising? | No | |
| Does the change alter who is eligible for the service? | No | There is no change in the Council's eligibility thresholds |
| Does the change involve a reduction or removal of income transfers to service users? | No | |
| Does the change involve a contracting out of a service currently provided in house? | No | Supporting People services are already provided by independent suppliers of housing related support. |
| CHANGES TO STAFFING | | |
| Does the change involve a reduction in staff? | No | |
| Does the change involve a redesign of the roles of staff? | No | |