

Equality Impact Assessment
Corporate Assessment Template



Policy/Strategy/Project/Procedure/Service/Function Title:

Recommissioning Floating Support Services – including generic floating support and older peoples services

New/Existing/Updating/Amending: New

Who is responsible for developing and implementing the Policy?

Name: Jane Thomas

Job Title: AD (Housing & Communities)

Service Team: Housing & Communities

Service Area: Communities, Housing and Customer Services

Assessment Date: July 2016

1. What are the objectives of the Policy?

To recommission floating housing related support services in line with procurement and legal advice and to secure quality services and best value for clients.

2. Please provide background information on the Policy / Strategy / Project / Procedure / Service / Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

Generic Floating Support Services

Background

1. Floating Support services provide housing related support services to families and individuals to help them maintain their accommodation and live independently. This support aligns well with the preventative work required under the new Housing (Wales) Act and Social Services and Wellbeing (Wales) Act. Access to services is through a gateway operated by the Council which ensures that the available support is directed at the clients most in need.
2. There are currently 14 providers delivering generic floating support services under 17 different contracts, with the size of the contracts ranging from 8 units to 79 units. Overall 713 units of support are provided; generally units represent the number of individuals supported at any one time.

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3. The large number of providers and contracts increases administration and prevents effective contract management; it is more difficult to ensure consistency of service delivery and to monitor quality and it prevents economies of scale being achieved. In the current economic climate with reduction in funding likely, smaller contracts are less likely to be sustainable.
4. While floating support provides important, low level intervention to help people remain at home, comparisons with other authorities show that Cardiff's provision of floating support is relatively high. Currently there are on average between 80 to 100 unused units of floating support and it is envisaged that this number will increase as work continues to reduce the time individuals spend on support. There is therefore the considerable opportunity to reduce provision of this support while still maintaining a robust floating support service. Making savings in this area will help protect and possibly enhance services to the most vulnerable clients.
5. Overall there are opportunities to reduce the supply of floating support, deliver greater economies of scale, reduce administration, improve contract management and improve the sustainability of services by significantly reducing the number of contracts.

Proposal

6. It is therefore proposed to commission two large generic floating support contracts for non-specialist, Generic Floating Support. Bidders will only be eligible for one contract; the aim is to have two separate contractors. Each contractor will provide housing related services across the city and will have the expertise to deal with all client groups. There will be no split by geography or client type. Cases will be assigned though the Council operated gateway on a pro rata basis
7. The floating support to be provided under the contract will be generic rather than specialist, dealing with a wide range of housing related support issues. However due to the larger size of the contract providers will be expected to have workers with significant expertise in the following areas:
 - Mental health issues / hoarders
 - Welfare Benefits / Appeals
 - Homelessness prevention and resettlement

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It is anticipated that by delivering more comprehensive services in these areas pressure can be reduced on other existing services.

8. Some current providers have a particular focus such as assisting individuals from ethnic minorities groups or those with mental health issues. Although these organisations are contracted to provide generic support, appropriate cases are referred to these providers where possible. However this is not always possible and clients are referred on a random basis to providers who may not have this level of expertise.
9. Under the new arrangement it is proposed that providers will be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.
10. The reduced number of contracts should generate significant economies of scale; it will also reduce administration and allow for proper contract management. The smaller number of providers will also allow greater alignment with council services and promote consistency of service for clients.

Older Persons Floating Support:

Background

11. Welsh Government guidance requires a move away from support based on tenure towards a service based on need, for example it is no longer possible to fund warden service to all residents of sheltered accommodation through Supporting People grant. Some social landlords have already reconfigured their services to remove the support element from their warden's role providing support instead through a floating support model.
12. There are currently 7 contracts for older persons support, one is a floating support contract and the others are accommodation based.

Proposal

13. It is proposed to commission one contract for Older Persons support services, and retain the current funding level of £250k per annum.
14. The single provider will offer services city wide, supporting clients in their own homes including residents of extra care and sheltered accommodation. This will provide a much fairer and comprehensive service for older people across the city.

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15. It is envisaged that the older persons support will have a broader remit than generic floating support, reflecting the wider range of services needed by older people to help them remain independent such as support in overcoming social isolation, assistance in employing cleaners or gardeners, support in leaving hospital or intensive support to move to more suitable housing.

Data Review

A review of the current data provided under the current contracts was reviewed for both generic and older persons floating support.

Generic Floating Support - 2015/16 data

Gender		
Male	572	31.15%
Female	1261	68.68%
Transgender	3	0.16%
Total	1836	100.00%

Age Range		
16-24	237	12.91%
25-54	1308	71.24%
55-64	194	10.57%
65+	77	4.19%
Not Known	20	1.09%
Total	1836	100.00%

Use of services was significantly higher among women than among men, with a small number of clients identifying as transgender.

Most clients of generic support were in the age range 25 to 54 with a relatively low number of clients in the younger and older categories, this reflects the alternative options available for these clients with specialist support services for younger people and dedicated older persons services. Relatively few clients were from an Asian background compared to the population as a whole white black ethnicity is higher than average,

Ethnicity		
White	1491	81.21%
Mixed	100	5.45%
Asian	55	3.00%
Black	120	6.54%
Other	54	2.94%
Not Known	16	0.87%
Total	1836	100.00%

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Sexuality			Disability		
Hetrosexual	1485	80.88%	Male	239	13.02%
Gay	19	1.03%	Female	411	22.39%
Lesbian	12	0.65%	Transgender	0	0.00%
Bisexual	16	0.87%	Total disabled	650	
Not Known	304	16.56%	Total	1836	35.40%
Total	1836	100.00%			

More than 35% clients of generic floating support were disabled, this is a very high level compared to the population of Cardiff as a whole.

Older Persons Floating Support

Gender			Age Range		
Male	598	48.34%	16-24	0	0.00%
Female	637	51.50%	25-54	16	1.29%
Transgender	2	0.16%	55-64	174	14.07%
Total	1237	100.00%	65+	809	65.40%
			Not Known	238	19.24%
			Total	1237	100.00%

As expected most clients are aged 55+. For older persons floating support the number of male and female clients is much more balanced than for generic floating support.

Ethnicity		
White	999	80.76%
Mixed	17	1.37%
Asian	16	1.29%
Black	29	2.34%
Other	10	0.81%
Not Known	166	13.42%
Total	1237	100.00%

Clients with Asian ethnicity were low compared with the population as a whole, however a large number of not known make this data unreliable. A very high number (95%) of clients were identified as disabled.

Disability			Sexuality		
Male	575	46.48%	Hetrosexual	492	39.77%
Female	595	48.10%	Gay	0	0.00%
Transgender	1	0.08%	Lesbian	10	0.81%
Total disabled	1171	100.00%	Bisexual	0	0.00%
Total	1237	94.66%	Not Known	735	59.42%
			Total	1237	100.00%

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3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on younger / older people?

	Yes	No	N/A
Up to 18 years			
18 - 65 years	x		
Over 65 years	x		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Generic floating support will continue to be provided to the full range of age groups from 16 upwards. Although the spend on generic floating support will be reduced there are currently unused units of support and it is anticipated that economies of scale will be delivered. A minimum level of units will be specified in the contract. Therefore it is anticipated that there will not be a significant reduction in the number of clients supported across the age groups.

The change to the support for older people should have a positive impact on clients over the age of 55 as more floating support will be available and this will reach a wider client group than at present. While some clients in sheltered accommodation may experience a change in the way that services are delivered, all should still be able to access the services that they need.

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change.

3.2 Disability

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	x		
Physical Impairment	x		
Visual Impairment	x		
Learning Disability	x		
Long-Standing Illness or Health Condition	x		
Mental Health	x		
Substance Misuse	x		

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Other			
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Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Generic floating support – Identified Need

- 39.08% Mental Health Issues
- 8.70% Physical / Sensory Disabilities
- 5.54% Learning Disabilities
- 7.28% Substance Misuse
- 3.56% Chronic Illness

Older Persons Support

- 21.32% Mental Health Issues
- 48.06% Physical / Sensory Disabilities
- 3.88% Learning Disabilities
- 4.26% Substance Misuse
- 20.93% Chronic Illness

The demographic data shows that a very high number of clients are identified as disabled. The figures above show the clients' identified needs in more detail. For Generic Floating Support mental health issues at a very high level with 39% of clients identified with this need. With older persons support mental health issues are still a significant need.

It is not anticipated that there will be any negative impact on these clients. Positive impacts are anticipated from the greater expertise expected under the new arrangements in helping those with mental health difficulties, including hoarders. Expertise is also expected in supporting the most vulnerable with welfare benefit appeals which often relate to disability benefits.

NB - specialist support for those with higher level mental health issues will continue as at present and will be recommissioned as part of a separate process.

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported.

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

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3.3 Gender Reassignment

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on transgender people?

	Yes	No	N/A
Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Currently services are provided to a very small number of clients identifying as transgender. No change is anticipated in this service.

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.4. Marriage and Civil Partnership

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage		x	
Civil Partnership		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No impacts identified

What action(s) can you take to address the differential impact?

N/A

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3.5 Pregnancy and Maternity

Will this Policy /Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy		x	
Maternity		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No impacts identified

What action(s) can you take to address the differential impact?

N/A

3.6 Race

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on the following groups?

	Yes	No	N/A
White		x	
Mixed / Multiple Ethnic Groups		x	
Asian / Asian British		x	
Black / African / Caribbean / Black British		x	
Other Ethnic Groups		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact identified.

What action(s) can you take to address the differential impact?

N/A

3.7 Religion, Belief or Non-Belief

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		x	
Christian		x	
Hindu		x	
Humanist		x	
Jewish		x	
Muslim		x	

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Sikh		x	
Other		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact identified

What action(s) can you take to address the differential impact?

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.8 Sex

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on men and/or women?

	Yes	No	N/A
Men		x	
Women		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

A high proportion of floating support clients are female. It is not anticipated that there will be any differential impact of the changes as it is anticipated that units of support will be sufficient to assist current client numbers.

What action(s) can you take to address the differential impact?

None anticipated, however careful monitoring and targeting of support will take place to ensure that no groups are unduly impacted by the change and that the most vulnerable are supported

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.9 Sexual Orientation

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on the following groups?

	Yes	No	N/A
Bisexual		x	
Gay Men		x	
Gay Women/Lesbians		x	

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Heterosexual/Straight		x	
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Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No impact identified

What action(s) can you take to address the differential impact?

Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.

3.10 Welsh Language

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

All welsh language policies will be followed

What action(s) can you take to address the differential impact?

N/A

4. Consultation and Engagement

What arrangements have been made to consult/engage with the various Equalities Groups?

Consultation has taken place with current providers of services, two workshops have taken place and comments on the changes have been requested, current providers are third sector organisations.

Consultation has taken place with service users with more than 600 surveys sent to current users to identify what they appreciate about current services and what they would like to change. This will inform the specification for services.

5. Summary of Actions [Listed in the Sections above]

Groups	Actions
Age	The specification of services will require that the provider have expertise will be required in mental health issues including hoarders and in welfare benefits / appeals.
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
	Careful monitoring and targeting of support will take place to

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Race	ensure that no groups are unduly impacted by the change and that the most vulnerable are supported Providers will also be expected to mainstream provision for clients with protected characteristics, providing sensitive and appropriate services for all clients. Provision for equality and diversity will be key criteria in the tender assessment.
Religion/Belief	
Sex	
Sexual Orientation	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Jane Thomas	Date:
Designation: Assistant Director Housing and Communities	
Approved By: Sarah McGill	
Designation: Director of Communities, Housing and Customer Services	
Service Area: Housing & Communities	

7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email citizenfocus@cardiff.gov.uk