

SSA EQUALITY IMPACT AND NEEDS ANALYSIS

Directorate	DASS
Service Area	Prevention and Wellbeing - HSPS
Service/policy/function being assessed	Drug and Alcohol Support Service
Which borough (s) does the service/policy apply to	Wandsworth
Staff involved	Richard Wiles/Peter Khwaja
Date approved by Policy and Review Manager	Clare O'Connor 06.06.19

SUMMARY

Please summarise the key findings of the EINA.

The extent of change as a result of this procurement is very limited, with the overall volume of provision being unchanged and only minor changes anticipated to the nature of services. Hence, the risk of an adverse impact on any group with protected characteristics is low.

However, the review of the services has identified under-representation of some groups, including women, disabled people, younger adults and people aged over 60, and people from Asian ethnic groups. This analysis has therefore been used to inform the service specification to ensure that steps to address this, and to consider potential barriers or issues affecting groups with protected characteristics. It should, however, be noted that the primary route into these services will be through substance misuse treatment services, and the groups identified as under-represented in these services are also under-represented in the treatment services. Thus, the parallel procurement of substance misuse treatment services and the associated EINA will also have an impact on these services.

Mitigation against any unforeseen adverse impacts will come from a requirement that the scheme undertakes individual support planning in consultation with service users and associated treatment and social work services. The monitoring approach will include regular review of the profile of referrals to the service and of service users, as well as specific investigations of access to the service, user experience and outcomes for people with protected characteristics, where this is not captured in routine monitoring data.

1. Background

Briefly describe the service/policy or function:

Housing support and preventative services (HSPS) comprise supported housing provision for people with a wide range of needs. The HSPS programme enables people to remain within the community, thereby ruling out reliance on potential higher cost services for adults who may become eligible for social care services, or enabling step-down from residential care.

The following changes to these services are proposed:

- It is proposed to re-procure services comprising 30 units of accommodation-based support and 15 units of floating support, currently managed by the Cranstoun Drug Services, Turning Point and Hestia, as a single contract, to enable the reshaping of services on a pathway model comprising both abstinent and non-abstinent provision, supported by floating support provision for service users with lower support needs.
- It is proposed to make a Direct Award to Kairos for the continuation of the provision of a 10-bed abstinence-based service, which will provide part of the overall pathway for the Supported Housing Drug and Alcohol service as outlined above

2. Analysis of need and impact

Protected group	Findings
Age	<p><u>Census data</u> 12.24% of residents are aged 60+ according to the 2011 Census.</p> <p><u>HSPS Provider data</u> The average age of service users is 43, which is in line with the median age for users of substance misuse treatment services in Wandsworth. However, no service users are aged over 60, although this age group makes up 9.4% of the users of substance misuse treatment services.</p> <p>The absence of older people who have engaged with substance misuse services in this provision is therefore of some concern. There is also a concern that younger adults are under-represented in substance misuse treatment services. It may be challenging for younger people to engage successfully in supported housing provision based in shared accommodation if they are heavily out-numbered by much older people.</p>

Disability	<p><u>Census data</u> According to the 2011 Census, the day to day activities of 4.8% of residents are limited a lot with a further 5.8% seeing day to day activities limited a little.</p> <p><u>HSPS Provider data</u> 2% of service users of the supported housing for drug and alcohol users are registered disabled, although the number who identify as disabled is not recorded.</p> <p>24.1% of users of substance misuse treatment services identify as disabled, with by far the largest group being people with emotional and behavioural disabilities. However, 4.7% identify as having motor or gross motor disabilities, which may limit physical access to some of the accommodation in which HSPS provision is based. Other recorded disabilities, including reduced dexterity and hearing impairment, may also require specific consideration in supported housing services.</p>
Gender (sex)	<p><u>Census data</u> 52% of residents are female, according to the 2011 Census.</p> <p><u>Substance misuse treatment service data</u> 32.5% of users are female.</p> <p><u>HSPS Provider data</u> Drug and Alcohol 27% of service users are female. This is well below the proportion in the borough population and slightly below the proportion amongst treatment service users.</p>
Gender reassignment	Data not collected
Marriage and civil partnership	Data not collected
Pregnancy and maternity	<p>Data not collected</p> <p>These services are not equipped to work with women who are pregnant or to accommodate service users accompanied by dependent children, and service users in this client group would be referred to a more appropriate service.</p>
Race/ethnicity	<p><u>Census data</u> 28.6% of residents are BME according to the 2011 Census</p> <p><u>Substance misuse treatment service data</u> 76.9% of Service users identified as White British or another White ethnic group.</p>

	<p><u>HSPS Provider data</u> Drug and Alcohol 28% of service users are BME.</p> <p>This is on par with the borough profile for BME residents and higher overall than in the substance misuse treatment services. However, people with an Asian background were under-represented in substance misuse treatment services and there were no service users in the HSPS services who identified as being from an Asian ethnic group.</p>
Religion and belief, including non-belief	<p><u>Census data:</u> In 2011, 53.0% of residents in Wandsworth were Christian. A further 27.0% stated that they had no religion, whilst 8.1% were Muslim.</p> <p><u>HSPS Provider data:</u> Data not collected.</p>
Sexual orientation	<p>Census Data not collected. The National Population is 93% identified as straight or heterosexual (Office of National Statistics 2017).</p> <p><u>HSPS Provider data:</u> 94% of service users identified as Heterosexual/straight. 2% of service users identified as Lesbian. 2% of service users identified as bisexual. 2% of service users identified as Gay.</p> <p>This is roughly in line national population estimates as well as with local substance misuse treatment service data which shows 7% of service users identifying as Gay, Lesbian or bisexual. However, national survey data shows a much higher rate of substance misuse problems in LGBTQ+ communities, and there are concerns that some members of these communities may be reluctant to engage with treatment and support provision.</p>
Across groups e.g. older LGBT service users or BAME young men	<p>The pattern of uptake of these services generally reflects that of the substance misuse treatment service that is the main referral agency into the supported housing provision. However, there are instances where differences in uptake of supported housing are more accentuated than in the treatment services, for example:</p> <ul style="list-style-type: none"> • Only 27% of users of HSPS services were women; • There were no users aged over 60; • There were no users from Asian ethnic groups.

Data gaps.

Data gap(s)	How will this be addressed?
Provider data does not cover all protected characteristics	Not practical to extend routine snapshot survey to cover all protected characteristics. The service specification will require the provider to have clear policies to ensure the accessibility of services to people with all protected characteristics (excluding pregnancy and maternity in accommodation-based services) and monitoring requirements and processes will check adherence to these policies, including evidence of their impact.

3. Impact

Protected group	Positive	Negative
Age	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living, integrating with housing, health and social care services where relevant.</p> <p>It has been identified that people aged over 60 are currently not represented amongst users of the service and that there may be concerns that younger adults referred to the service would be relatively isolated.</p> <p>The new service specification will require bidders to ensure that the needs of people of all ages are considered and to give attention as to how the needs of people from the younger and older age groups can be best met.</p>	<p>As the primary referral route to these services is via substance misuse treatment services, the make-up of service users will inevitably reflect that of users of the treatment service.</p> <p>The risk of adverse impact from the proposed changes is very limited as the overall volume of provision will remain unchanged as will the overall nature of the services provided.</p> <p>The shift from multiple providers to a single pathway model has not been identified as having any possible negative impact.</p> <p>Mitigation against unforeseen adverse impacts, including current service users potentially being unsettled by changes in provider, will be the requirement for individual support plans developed in consultation with service users and associated social work and treatment services, and monitoring of the age profile of service users.</p>

<p>Disability</p>	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living, integrating with housing, health and social care services where relevant.</p> <p>Disabled people are currently under-represented in the service. The new service specification will require bidders to take steps to address this and to ensure that the needs of people with disabilities are considered. The feasibility of physical adaptations, if these are necessary to make the service accessible to people with motor disabilities, will be explored with providers and Landlords.</p>	<p>The accommodation-based provision is currently limited to the locations in which it is delivered and is therefore subject to the physical constraints of the properties,</p> <p>The limited nature of the changes proposed means that the risk of adverse impact is low, and mitigation against unforeseen negative impacts will include the requirement for individual support plans developed in consultation with service users.</p> <p>The Disability profile of service users will be monitored and actions required should any concerns emerge.</p>
<p>Gender (sex)</p>	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living, integrating with housing, health and social care services where relevant.</p> <p>The new service specification will require bidders to ensure that the specific needs and issues of women in supported housing services are considered. This will include consideration of the measures necessary to protect women who may be at risk of sexual, financial and coercive exploitation. Currently all HSPS Drug and Alcohol Services are mixed gender and consideration will be given to the benefits and feasibility of including a women-only service within the new pathway.</p>	<p>The gender split of users of these services will continue to largely reflect that in the uptake of substance misuse treatment services, and women are likely to remain a minority of those in the service.</p> <p>The limited nature of the changes proposed means that the risk of adverse impact is low, and mitigation against unforeseen negative impacts will include the requirement for individual support plans developed in consultation with service users.</p> <p>The gender profile of service users will be monitored and actions required should any concerns emerge.</p>

<p>Gender reassignment</p>	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living, integrating with housing, health and social care services where relevant.</p> <p>The service specification will require bidders to have a commitment to an equalities policy covering all protected characteristics, and adherence to and outcomes of this policy will be checked through service monitoring.</p>	<p>No potential negative impacts from the change in service model have been identified that are specific to people with this characteristic.</p>
<p>Marriage and civil partnership</p>	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living, integrating with housing, health and social care services where relevant.</p> <p>The service specification will require bidders to have a commitment to an equalities policy covering all protected characteristics, and adherence to and outcomes of this policy will be checked through service monitoring.</p>	<p>No potential negative impacts from the change in service model have been identified that will disproportionately affect people based on their marriage or civil partnership status.</p>
<p>Pregnancy and maternity</p>	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living, integrating with housing, health and social care services where relevant.</p>	<p>The accommodation-based services currently offered do not provide for women who are pregnant and do not offer accommodation for dependent children. It is not considered feasible to change this, and people falling into this category will be referred to more appropriate provision.</p> <p>In certain circumstance, floating support may be offered to women who are pregnant or have children, and no potential negative impacts</p>

		<p>from the change in service model have been identified that will disproportionately affect this group.</p>
<p>Race/ethnicity</p>	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living, integrating with housing, health and social care services where relevant.</p> <p>Currently, the overall proportion of BAME service users in the supported housing provision broadly reflects the proportion in the Wandsworth population and in local substance misuse treatment services. However, there are at present no users of the service from Asian ethnic groups.</p> <p>The new service specification will require bidders to ensure that the needs and issues relating to BAME groups are considered. The issues around under-representation of Asian users will be explored through the procurement and with the provider of the new service as well as the new provider of treatment services.</p>	<p>The ethnic breakdown of users of these services will continue to largely reflect that in the uptake of substance misuse treatment services, and the absence of Asian users within current services largely reflects under-representation within treatment services, and steps to address under-representation will be dependent upon the effectiveness of parallel initiatives in substance misuse treatment.</p> <p>The limited nature of the changes proposed means that the risk of adverse impact is low, and mitigation against unforeseen negative impacts will include the requirement for individual support plans developed in consultation with service users.</p> <p>Monitoring of the service will pay attention to uptake by and the experience and outcomes of service users from BAME groups and actions will be required should any concerns emerge.</p>
<p>Religion and belief, including non-belief</p>	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living integrating with housing, health and social care services where relevant.</p> <p>The new service specification will require bidders to ensure</p>	<p>No potential negative impacts from the change in service model have been identified that will disproportionately affect people from or with particular religious or belief systems.</p> <p>Some providers and potential providers of services have a religious ethos or motivation. However, the service specification and terms of</p>

	<p>that the needs of people’s religion and belief systems are considered.</p>	<p>contract will require that there are no processes or use of imagery that will represent a barrier to service users of other religions or none.</p> <p>Impacts on people from different religious groups will be monitored to ensure that there is no unintended negative impact.</p>
<p>Sexual orientation</p>	<p>The aim is to ensure that eligible service users have access to an HSPS service to meet their ongoing support needs and maximise their potential for independent living, integrating with housing, health and social care services where relevant.</p> <p>Data on current use of services shows that uptake of services by Lesbian, Gay and bisexual people is broadly in line with that in substance misuse treatment services and national population survey data. However, there is a concern about high rates of substance misuse services in LGBTQ+ populations, and that this may not be fully represented in uptake of substance misuse services.</p> <p>The new service specification will require bidders to ensure the needs of people of different sexual orientations are considered and to ensure that the service provides a safe environment for LGBTQ+ people. The service provider will be required work closely with substance misuse treatment services to maximise the opportunities for these service users to access the service.</p>	<p>No potential negative impacts from the change in service model have been identified that are specific to people with a particular sexual orientation. Mitigation against unforeseen negative impacts will include the requirement for individual support plans developed in consultation with service users.</p> <p>Monitoring will encompass both the profile of service users as well as checking the experiences of LGBTQ+ service users. Actions will be required if any concerns emerged.</p>

4. Actions

These actions will be tracked by the Policy and Review Team.

Action	Lead Officer	Deadline
<p>Ensure that the specification for the service includes requirements:</p> <ul style="list-style-type: none"> • to ensure access to the service for all affected groups; • a requirement for commitment to an equalities policy covering all protected characteristics; • to consider the needs of all groups currently under-represented in services including younger adults, people over the age of 60, women, disabled people and people from Asian ethnic groups; • to protect women who may be at risk of sexual, financial and coercive exploitation; • to ensure that the service provides a safe space for LGBTQ+ service users and that there is close work with the substance misuse treatment service to ensure that there are no barriers to uptake of the service by LGBTQ+ service users; • To adopt a process of individual support planning, in consultation with service users and associated social work and treatment services. 	PK	June 2019
Explore with bidders the feasibility of creating a women-only facility within the service pathway.	PK	August 2019
Explore with the new provider and landlords the case for and feasibility of physical adaptations to improve access to the services for people with motor disabilities.	PK	December 2019
Explore through the procurement process, as well as the new service provider and the new provider of substance misuse treatment services any factors which may act as barriers to the uptake of services by people from Asian ethnic groups and agree appropriate ways of addressing these.	PK	December 2019
Ensure that monitoring arrangements for the new contract include regular review of service user profiles as well as specific checks on access to and outcomes for people with protected characteristics where these will not be encompassed in routine monitoring data.	PK	Ongoing
Develop a closely managed partnership approach with stakeholders: providers, advocates, referral agencies to regularly monitor and check that the services are delivering on their aims and objectives.	PK	Ongoing

5. Consultation.

The views of service users on existing services have been sought and are very favourable. This has informed the decision to procure a service which incorporates only minor changes to the current offer. The Wandsworth Service User Network, which brings together users of substance misuse services, has been invited to participate in the procurement to ensure that user views are considered in the selection process.

All the current providers of services have been kept informed of the ongoing procurement process and the Council's intentions throughout each stage of the process and what the possible impacts may be on their organisation.

At the start of the procurement a letter will be sent to all current service users with an offer for further consultation including service user meetings at a group or individual level, if requested, to explain the process and to take note of and address any concerns.