

# HARINGEY COUNCIL

## EQUALITY IMPACT ASSESSMENT FORM



Haringey Council

**Service:** Safeguarding and Strategic Services  
**Directorate:** ACCS  
**Title of Proposal:** Supporting People Programme – BME Sector  
**Lead Officer:** Margaret Allen – Assistant Director

**Names of other Officers involved:** Nick Crago, Camlee Voisin-Baptiste, David Powell, Maggie Cameron-Ratchford

### Step 1 - Identify the aims of the policy, service or function

Following the Comprehensive Spending Review and grant settlement in 2010, Haringey Council is required to make significant financial savings. Approximately £5 million of savings will need to be delivered by the SP programme in 2011/12.

This EqIA assesses the impact of a reduction in expenditure in the BME sector of £360,333, which represents a 40% reduction. These efficiencies have already been achieved through contract renegotiation and some decommissioning, and will contribute to the 2011/12 SP programme savings.

The BME sector provides centre-based advice and information to a number of different BME groups. The reduction in expenditure in the BME sector is in line with the general proposal to focus SP resources on accommodation-based services over floating support provision. It is considered a lesser risk to remodel such services, as most people using these services have access to other forms of support.

It is proposed that savings will not be made in the Single Homeless, Young People, Physical Disabilities, Sensory Impairment and HIV/AIDS sectors within SP. These are all accommodation-based services. The retention of accommodation-based provision will guarantee service users' security of tenure.

Home Improvement Agency funding will be retained. This is a unique service within the borough which provides housing repairs, improvements and adaptations to help vulnerable people to maintain their independence and continue to live in their own homes. The service covers a range of tenures and delivers value for money.

For the purposes of conducting Equalities Impact Assessments (EqIAs), the different sectors of the SP programme affected by the budget reduction have been considered separately.

### Overview of the Supporting People Programme

The Supporting People (SP) Programme delivers housing related support to vulnerable client groups and almost 9000 people in Haringey, approximately 3000 of whom benefit from services provided directly by the Council. The programme aims to support people to

live independently in their own homes. Support services are either 'accommodation-based' or 'floating support', and are provided according to level of need as well as individual circumstances. The SP providers are contracted to deliver against a set of national quality standards and locally agreed performance criteria.

Floating support aims to help service users with:

- Tenancy attainment;
- Sustaining tenancies;
- Community integration;
- Access to training, education and employment;
- Independent living skills;
- Advice, advocacy, emotional support and counselling;
- Community safety;
- Preventing hospitalisation, rehabilitation, residential care or secure units;
- Preventing family breakdown;
- Preventing homelessness.

Accommodation-based services aim to help service users with:

- Setting up and maintaining a home or tenancy;
- Developing domestic and independent living skills;
- Developing social skills/behaviour management;
- Advice, advocacy, emotional support and counselling;
- Community safety;
- Managing finances and benefit claims;
- Gaining access to other services/community organisations;
- Establishing social contacts and activities;
- Establishing personal safety and security;
- Supervising and monitoring of medication, health and well being;
- Peer support and befriending.

### **Overview of the BME Sector**

The BME organisations comprise 14 support services which deliver floating support services to specific communities within Haringey. Contracts are in place to serve the Cypriot/Turkish Cypriot, Chinese, Pan-African, Somali, Kurdish, Polish and Traveller communities. Referrals are either self-referrals or are made from various statutory and voluntary agencies.

The BME sector supports approximately 172 people over 65 years old, 500 disabled users, 600 men and 800 women from the various communities mentioned above. Many of these clients experience difficulties maintaining their tenancies, dealing with housing benefit claims and managing utility bills due to language barriers, and do not have family or carers to advocate on their behalf.

The BME support services aim to improve community integration, independent living, national identity, access to mainstream local services and assisting with language barriers, e.g. via translation services.

## Step 2 - Consideration of available data, research and information

### Supporting People Client Record Equalities Data

SP client data is collated centrally by the Supporting People Client Record Office. The latest available data from 2009/10 provides details of over 2250 SP service users in Haringey. It should be noted that some providers are not required to submit this data. Although this is a limited sample, it provides an insight into the characteristics of Supporting People service users across each sector.

The Supporting People client data for Haringey indicates that people who use the SP BME services have the following characteristics:

- 22% of the people who use the BME services have a disability.
- The age of the service users varies from 1–10 to 75-79 years. The majority of service users (84%) are aged 18 to 52.
- 61% of service users are female which is higher than the borough profile (see Table 1).
- 76% of service users are recorded as being in the 'White' category, suggesting that this group is over-represented compared with the borough profile (see Table 2). However, it is likely that this is an anomaly of the sample data due to service providers not returning data to the Client Record Office (records are available for 82 service users from the BME sector).

Table 1: Gender of SP BME sector service users compared with borough profile (SPCR)

Gender	BME Services	Haringey Borough Profile*
Male	39%	51%
Female	61%	49%

\* ONS Mid-year Estimates 2009

Table 2: Ethnicity of SP BME sector service users compared with borough profile (SPCR)

Ethnicity	BME Services	Haringey Borough Profile*
<b>White</b>	<b>76%</b>	<b>65%</b>
White British	7%	48%
White Irish	65%	4%
Other White	4%	14%
<b>Mixed</b>	<b>1%</b>	<b>5%</b>
White and Black Caribbean	0%	1%
White and Black African	0%	1%
White and Asian	1%	1%
Other Mixed	0%	1%
<b>Asian or Asian British</b>	<b>0%</b>	<b>8%</b>
Indian	0%	3%
Pakistani	0%	1%
Bangladeshi	0%	2%
Other Asian	0%	2%
<b>Black or Black British</b>	<b>7%</b>	<b>19%</b>
Caribbean	0%	8%
African	7%	9%
Other Black	0%	1%
<b>Chinese or Other Ethnic Group</b>	<b>16%</b>	<b>4%</b>
Chinese	4%	2%
Other Ethnic Group	12%	2%

\* Borough population figures ONS 2005

### Service User Consultation Questionnaire Equalities Data

Equalities data for SP BME service users was collected through questionnaires as part of the service user consultation process. Service users of six BME services returned questionnaires. Significant numbers of questionnaires were received for the following three services: Haringey Phoenix Group, Haringey Somali Community and Cultural Centre, and the Turkish Cypriot Women’s Project. This creates some limitations to the use of this data as it represents only certain groups within the SP BME sector.

The data corroborates the Client Record data, showing that women are over-represented among service users (Table 3) and that the majority of service users are of working age.

However, the service user questionnaire ethnicity data (Table 4) presents a different picture to that of the Supporting People Client Record Data. It shows that the following groups are over-represented when compared with the borough profile:

- White Other groups (notably White Kurdish, White Turkish and White Turkish Cypriot).
- Black African groups.

Table 3: Gender of SP BME sector service users compared with borough profile (service user consultation questionnaire data)

<b>Gender</b>	<b>BME Services</b>	<b>Haringey Borough Profile*</b>
Male	19%	51%
Female	75%	49%
Not stated	6%	n/a

\* ONS Mid-year Estimates 2009

Table 4: Ethnicity of SP BME sector service users compared with borough profile (service user consultation questionnaire data)

<b>Ethnicity</b>	<b>BME Services</b>	<b>Haringey Borough Profile*</b>
<b>White</b>	<b>61%</b>	<b>65%</b>
White British	2%	48%
White Irish	0%	4%
Other White	59%	14%
<b>Mixed</b>	<b>2%</b>	<b>5%</b>
White and Black Caribbean	1%	1%
White and Black African	1%	1%
White and Asian	0%	1%
Other Mixed	0%	1%
<b>Asian or Asian British</b>	<b>1%</b>	<b>8%</b>
Indian	0%	3%
Pakistani	0%	1%
Bangladeshi	0%	2%
Other Asian	1%	2%
<b>Black or Black British</b>	<b>35%</b>	<b>19%</b>
Caribbean	2%	8%
African	33%	9%
Other Black	0%	1%
<b>Chinese or Other Ethnic Group</b>	<b>1%</b>	<b>4%</b>
Chinese	1%	2%
Other Ethnic Group	0%	2%

\* Borough population figures ONS 2005

The Supporting People Client Record data and the service user questionnaire data present a differing picture with regard to ethnicity. Therefore, when considering the differential impact of these proposals, it is most appropriate to consider the specific target groups within the SP BME sector.

### Step 3 - Assessment of Impact

#### Differential Impact

The equalities data shows that the following groups with protected characteristics may be adversely affected by a reduction in funding to SP BME sector services:

- People with a disability;
- Women;
- People of working age.

Service remodelling may also affect the following groups, for whom the BME services are provided:

- Cypriot groups;
- African groups, with specific services for Somali, Eritrean and Ethiopian groups;
- Kurdish and Turkish groups;
- Chinese groups;
- Eastern European groups.

Support to Eritrean and Ethiopian groups is provided by retained BME organisations, which allows for the decommissioning of two small service providers which did not have any service users.

#### Overall Impact

The SP BME sector has been remodelled through contract renegotiation and decommissioning to achieve efficiency savings across the sector. The overall impact on service users has been minimised by agreeing new contract rates across the majority of contracts. Any resulting reduction in centre-based advice and information services may have a limited effect on service users' ability to live independently. It is possible that this may knock on effect on other services, such as:

- It is possible that there may be a rise in applications for social housing and increased use of temporary accommodation.
- These proposals may also potentially result in an increased demand for adult social care, health and associated voluntary sector services.
- Potential safeguarding risks due to reduced support for vulnerable adults.

#### Mitigation of the Impact

To mitigate the impact of the funding reduction to SP BME services, work has already been carried out with service providers to remodel services. Savings have been achieved through efficiencies in contract rates in order to minimise the overall impact.

Service providers will be encouraged to source alternative funding. Initiatives being considered are social enterprises, Big Lottery Fund, collaborative working, individual budgets, charitable donations, increased use of volunteers, as well as cross-authority commissioning of services.

Safeguarding risks will be mitigated through the existing adult safeguarding referral and investigation processes.

#### **Step 4 - Consult on the proposal**

##### **Consultation Process**

- SP providers have been consulted on the proposals through an ongoing review process and through the SP Provider Forums on 7 December 2010, 25 January 2011 and 15 February 2011.
- A special meeting of the SP Practitioner Group was held on 2 February 2011 to discuss general levels of service delivery and headline detail of the proposal.
- A sector meeting was held on 28 February 2011 when providers were advised of the consultation timetable, proposed criteria and arrangements for engaging with service users.
- Letters were sent to providers inviting them to comment on the proposed changes.
- Contract negotiation meetings are being held with individual providers.
- Consultation questionnaires have been sent to service users to establish specific impacts of the proposals. Responses were received by the Council by 8 April 2011 and have been analysed. The analysis is reflected in the EqlAs and the Supporting People Consultation Report.

##### **Findings of the Consultation**

Findings of the consultation can be found in the Supporting People Consultation Report taken to Cabinet on 26 April 2011.

#### **Step 5 - Addressing Training**

There are no staff training issues arising out of this proposal.

#### **Step 6 - Monitoring Arrangements**

The existing methods and procedures for evaluating SP services include service reviews, validation visits, quarterly performance workbooks and contract management. Support providers are required to submit Client Record Forms (CRF) to the Supporting People Client Record Office when a new client enters their service. These mechanisms will be used by the Head of Supporting People to carry out ongoing equalities monitoring to monitor the impact of the proposed budget reductions.

#### **Step 7 - Summarise impacts identified**

This EqlA has identified that the proposal to reduce BME sector funding by £360,333 will have the following impact:

- The overall impact will be minimised through remodelling the SP BME sector to achieve the proposed savings.
- Groups with equalities protected characteristics will be affected by a reduction in services, in particular, women, people with disabilities, people of working age, and the

BME groups who use the services (Cypriot, African, Kurdish, Turkish, Chinese and Eastern European people).

### **Step 8 - Summarise the actions to be implemented**

- Ongoing consultation on the re-design of the SP programme.
- Ongoing equalities monitoring of services to establish the impact of reduced funding.

## Step 9 - Publication and sign off

This EqIA will be presented to Cabinet on 26 April 2011. Following this, it will be published in the public domain.

### **Assessed by (Author):**

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**Designation:** Acting Head of Service, Supporting People, Contracts & Complaints

**Signature:** Nick Crago

**Date:** 18 April 2011

### **Quality checked by (Equality Team):**

**Name:** Eve Featherstone

**Designation:** Principal Equality and Diversity Officer

**Signature:** Eve Featherstone

**Date:** 18 April 2011

### **Sign off by Directorate Management Team:**

**Name:** Margaret Allen

**Designation:** Assistant Director, Safeguarding and Strategic Services

**Signature:** Margaret Allen

**Date:** 18 April 2011