

HARINGEY COUNCIL

EQUALITY IMPACT ASSESSMENT FORM



Service: Adult and Community Services

Directorate: Adult and Housing Services (formerly Adult Culture and Community Services)

Title of Proposal: Equality Impact Assessment of **criteria** to assess future funding plans for 2011-12 for Adult and Community Services

Lead Officer (author of the proposal): Lisa Redfern, Deputy Director, Adult and Community Services

Names of other Officers involved: Barbara Nicholls, Helen Constantine, Arleen Brown

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

The Government's Comprehensive Spending Review, published on 20 October 2010, placed enormous challenge on local authorities and other public services to reduce spending in coming years. Many grants have been reduced or cut completely, which includes grants that make up the Area Based Grant (ABG). As a result, the ABG ceased as at the 31st March 2011. There have also been significant changes in the way councils will receive their funding which creating additional financial pressures on the Council.

Because of these changes, the Council has been placed in an unprecedented position and is seeking to reduce spending and make savings where possible, including significantly reducing spending on 'back office' functions. Alongside this, the Council has a duty to ensure that priority and essential services are protected and are available to our residents. The Council also needs to ensure that it fulfils its statutory obligations notwithstanding it is to receive substantially less funding from central government.

The proposals for savings contain significant reductions in what had previously been schemes for grant funding a variety of organisations. The majority of these organisations are third sector organisations, comprising voluntary organisations, community organisations and others. However, there are also a lesser number of private sector organisations that receive funds through the grant funding arrangements.

Overarching indicative criteria based on Audit Commission criteria were approved at Cabinet on 8 February 2011 to provide a framework to enable directorates to form proposals for the allocation of its reduced resources to third and private sector organisations.

Council Wide Overarching Criteria

Criteria	Rationale
Link to strategic priorities e.g. council priorities/Sustainable Community Strategy Outcomes/agreed HSP thematic board outcomes	How this activity is essential to achieving council and partnership priorities
Link to and statutory obligations	Why the council needs to fund this activity
Maximise outcomes: link into performance measures	How this activity improves the wellbeing of local communities
Impact/effect/improvement(s) of service delivery to local community	<ul style="list-style-type: none"> How we can focus this activity on people most in need What can make this activity more effective Other local bodies exist which could provide this activity e.g. the private sector, third sector or citizens could provide this activity, whole or in part How we make sure that payment to service providers links to achievement
Maximise value for money: including long- and short-term financial savings	How we can provide this activity at lower cost
Local connection/presence in Haringey	Support local organisations and businesses where appropriate.

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Further to and based upon these, Adult and Community Services (A&CS) has, in consultation with its Cabinet Member, developed a set of proposed directorate specific criteria and these have been provisionally applied to all third and private sector organisations funded by A&CS in 2010/11. A&CS has consulted on both the criteria and how these have been applied. Organisations and service users have been consulted.

A&CS criteria for assessing funding for Voluntary Sector Organisations 2011/12

Each organisation/client group was assessed as follows:

- Services must meet at least one of the 3 Health & Well-being priorities:
 - Safeguarding vulnerable adults;
 - Reduce health inequalities; and
 - Early intervention and prevention.
- Services assessed against the Eligibility Framework (Table 1) in conjunction with the Department of Health Guidance¹.
- Priority has been weighted in order of level of need as set out in the Eligibility Framework and the multiplying factors.
- A minimum score of **16** must be met to be eligible for any potential funding. Scores of **20** and above will qualify for funding at the current levels. Scores between **16** and **19** will qualify at a reduced level of finding.

Table 1: Eligibility Framework

Level	Eligibility Need and Intervention	Weighting	Max Score (weighting x multiplier)
5	The service for people that primarily have critical needs.	5	25
4	The service for people that primarily have substantial needs.	4	20
3	The service for people that primarily have moderate needs.	3	15
2	The service for people that primarily have low needs.	2	10
1	General population: early intervention and prevention.	1	5
Multiplier		Weighting	
1. Financial impact on other services		1 point	
2. Service not available elsewhere		1 point	
3. Service benefits a large percentage of service user group		1 point	
4. Value for Money		1 point	
5. Other significant factor		1 point	

These criteria have been developed with equalities and community and cohesion issues in mind, as it is recognised that local third sector organisations play an essential role in promoting community cohesion and the delivery services to groups with protected characteristics.

Application of the Criteria

The criteria described here have been provisionally applied to third and private sector organisations funded by A&CS in 2010/11 and a proposed judgement for each organisation has been arrived at. Should the Cabinet Member, after considering the possible equality impacts highlighted by this EqIA and consultation with providers and service users, take the decision to adopt and implement these criteria, organisations will be subject to one of three outcomes which are that, in 2011/12, they will receive:

- The same level of funding;
- A reduced level of funding; or,
- No funding.

Services by Client Group

¹ The criteria have been based on the Department of Health guidance document '[Guidance on Eligibility Criteria for Adult Social Care, England 2010 – Prioritising need in the context of Putting People First: A whole system approach to eligibility for social care](#)'.

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The range of organisations that may be affected by both the design of the criteria and the decision to implement them is broad. For the purposes of conducting effective EqlAs, separate EqlAs have been completed for the following services by client group:

1. Alcohol misuse
2. Carers
3. General
4. Learning disabilities
5. Mental health
6. Older people

Summary of the Broad Impact of the Application of the Criteria

The table below (table 2) sets out the number of grants awarded to third sector and private organisations in 2010/11 and a range of other significant information. Information has been categorised using client groups. As the table demonstrates, if the criteria are adopted and implemented, a number of services will cease to be funded which will have an impact on service users.

Table 2: Summary of impact

Client Group	2010/11 Funding	2011/12 Funding	% change	No. of projects to cease	No. of projects with reduced funding.	No of projects with continuing funding.
Learning Disabilities	250,157	204,409	-18.3%	2	0	4
Mental Health	108,000	82,450	-23.7%	1	1	3
Older People	366,700	266,700	-27.3%	3	3	4
Carers	230,000	176,750	-23.2%	2	2	2
Alcohol Misuse	366,258	316,659	-13.5%	1	3	3
General	148,300	34,300	-76.9%	2	1	1
Total	1,469,415	1,081,268	-26.4%	11	10	17

These services are highly valued by service users as has been demonstrated through the consultation process which has highlighted a number of positive outcomes that users feel will be adversely affected by these proposals. These are set out and explored further in a separate report examining the findings of the consultation process.

The purpose of this EqlA is to identify the impacts in reductions of funding to older people services and to provide a tool for the Council to consider how, if at all, it is able to mitigate these so as to protect the equalities groups that may be disproportionately adversely impacted by the adoption of these proposals.

Step 2 - Consideration of available data, research and information

The column titled 'Provisional Decision February 2011' in Annex 1 of this EqIA shows the outcome of the trial application of the criteria to organisations involved in this process.

Adult and Community Services fund 20 voluntary sector organisation, delivering 38 projects and services. These are set out in Table 1 below:

Provider	Client Group	Description
Age UK	Older People	Core grant funding - funding of the resource centre and advice/information
Age UK	Older People	Benefits outreach
Age UK	Older People	Haringey Forum for Older People
Age UK	Older People	Out & about befriending
Age UK	Older People	Handy Person Project
Age UK	Older People	Stroke Club
Alzheimer's Society Haringey	Older People	Support for people with dementia and their carers.
Catch 22 - Appropriate Adult Service	Mental Health	Trained volunteers to accompany vulnerable mental health users attending police station
Crucial Steps	Mental Health	Appropriate Adults B Tech Award Training
Asian Carers Support Centre (note 1)	Carers	Carers support
Bikur Cholim D'Satmar	Mental Health	Jewish Floating Support
BME Carers Support Service	Carers	Carers Sitting Service
BME Carers Support Service	Carers	Support Group for BME carers
BME Carers Support Service	Carers	Carers Community Income Project
Club Anand	Older People	Drop In Centre
Haringey Advisory Group on Alcohol	Alcohol misuse	Advice, support and interventions to 'street drinkers' and problem drinkers isolated within their own homes.
Haringey Advisory Group on Alcohol	Alcohol misuse	Commissioned assessment service
Haringey Advisory Group on Alcohol	Alcohol misuse	commissioned day centre service
Haringey Advisory Group on Alcohol	Alcohol misuse	Relatives & carers
Haringey Advisory Group on Alcohol	Alcohol misuse	weekend opening
Haringey Advisory Group on Alcohol	Alcohol misuse	Employment & training (drugs)
Haringey Advisory Group on Alcohol	Alcohol misuse	Employment & training (alcohol)
Haringey Carers Centre	Carers	Advice & Support to Carers
HAVCO	General	voluntary sector development
HAVCO	General	volunteer brokerage project

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Provider	Client Group	Description
HAVCO	General	development of community empowerment network
Ican Care	Older People	Drop In Centre
Jacksons Lane	Learning Disabilities	My Beautiful Octopus (JL Krew) Day Services / Music Workshop
Markfield Project	Learning Disabilities	Specialist day and evening services (Contract 11/05/2011)
Mencap	Learning Disabilities	Day Services
Mencap	Learning Disabilities	Advocacy
Mencap	Learning Disabilities	Pathways - Employment project
Mencap	Learning Disabilities	Stepping Out - Learning and Physical Disabilities - Core funding
Mental Health Carers Association	Carers	Advocacy advice and Support for Mental Health Carers
MIND in Haringey	Mental Health	Advocacy Service - advice and information
Open Door	Mental Health	Counselling & Psychotherapy
PHASCA	Older People	Empower 50+
Samaritans	General	24 hr 365 days support adults in distress

We received responses from 16 of the 20 providers who were asked to comment on:

- The proposed criteria
- The application of the proposed criteria to their organisation and service(s)

Of the 16 organisation responses, only two organisations commented on the criteria itself. The two that did comment, felt that use of the Fair Access to Care Criteria was considered inappropriate, particularly where the users of their services were not in receipt of statutory social care services. This mainly affected the local community and voluntary sector infrastructure organisation, who with most of their projects, do not directly provide services to residents. Most of their work is supporting community and voluntary sector organisations.

It is acknowledged that the borough has a large Voluntary Sector which provides a wealth of services. The Haringey Association of Voluntary and Community Organisations (HAVCO) report, [Building a Thriving Third Sector in Haringey](#) (May 2010) highlighted the wide diversity of the 1,600 Voluntary Sector organisations in the borough from small grassroots organisations to well established larger ones. The local infrastructure organisation has a membership of approximately 200 community and voluntary sector groups.

12 organisations submitted that the application of the criteria in respect of their services, did not accurately capture the positive impact their service had for residents and users. Their feedback concluded that the ACS's scoring system was not sensitive enough to determine the impact of stopping a service, and made a case for additional points to be awarded (with evidence provided) under the system. Reviewing the award of points did see many projects provisional scoring increase, although for only five did this result in the organisation achieving sufficient points to retain their 2010/11 funding at either the same or reduced level.

Where the funding proposals scored organisations 20 and above, resulting in the Council being minded to continue funding (16 services, provided by 13 different organisations), there was satisfaction expressed by the organisations who responded in how the criteria was applied to them.

Two organisations reported that it is difficult to separate ACS funding from other funding streams, many of which were also being proposed for cuts in funding, for example within the drug and alcohol sector. One further organisation identified that the ACS funding was their sole source of funding, meaning the application of the criteria resulting in ceasing of funding would result in the organisation ceasing to exist. The organisation asserted that they were the only organisation working with a particular group of users.

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There were insufficient responses from organisations about the actual ACS criteria used to fully assess whether the criteria itself would result in a disproportionate impact on particular equalities groups, other than as provided by the local infrastructure group. Therefore barriers may increase in terms of access to community development support by local community groups, as well as a potential loss of engagement and participation from the sector in strategic groups and forums.

The impact of the actual proposals around funding on organisations in terms of equalities strands are considered in Appendix 3 & 4.

Step 3 - Assessment of Impact

Using the information you have gathered and analysed in step 2, you should assess whether and how the proposal you are putting forward will affect existing barriers and what actions you will take to address any potential negative effects.

3 a) These proposals will affect existing barriers.

Increase barriers X	Reduce barriers	No change
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3 b) What specific actions are you proposing in order to respond to the existing barriers and imbalances you have identified in Step 2?

The table at Appendix 1 shows how, following the consideration of the initial application of the criteria and the equalities issues highlighted by application of the criteria itself, the step was taken to reapply the criteria to, where possible, mitigate equality impacts. This is shown in the column titled '*Change of Scoring following EQiA and consultation*'. This resulted in a change in proposals.

3 c) If there are barriers that cannot be removed, what groups will be most affected and what Positive Actions are you proposing in order to reduce the adverse impact on those groups?

Whilst the criteria itself have not been revised, additional factors have been taken into account where appropriate, such as acknowledging the concerns raised by the infrastructure organisation. The Council has also applied discretion where the Council funding is the organisations sole source of income, to allow more time to work with the users of the services and the organisations in further assessing any disproportionate impact.

Step 4 - Consult on the proposal

Officers have consulted with providers on the criteria. Providers were each sent a letter relating to the funding proposals for each grant they had received in 2010/11. They were invited to comment on the criteria which were clearly set out.

Main Issues and Concerns Raised

Summary of themed findings from the voluntary sector consultation	Local Authority Response
<p>1.</p> <p><u>Feedback to the consultation process</u></p> <p>The consultation period is considerably less than that recommended in the Local Compact guidance. The short timeframe as stated in the letter dated 18th Feb was not necessary given that the detailed local authority financial settlement was released by the Government in December 2010. There are examples of local authorities who</p>	<p>This is specifically addressed in the report. Decisions about funding for these organisations could not be taken in isolation of the Council's overall strategy to save £41m by 2011/12. The consultation started as soon as was possible given those constraints. The Council does understand that the timescales are challenging for the organisations concerned.</p>

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Summary of themed findings from the voluntary sector consultation	Local Authority Response
<p>have completed equivalent consultation exercises on potential cuts to services well before the local authority settlements were announced.</p> <p>The short consultation period presents particular equalities issues for organisations whose service users have complex needs, for example, learning disabilities. The consultation period with service users has not taken this into account.</p> <p>The late consultation and decision making process has left insufficient time for organisations to secure alternative sources of funding. It has also made planning services beyond March 2011 problematic.</p>	<p>In order to ensure that clients with learning disabilities had an opportunity to give their views, ACS Commissioning attended 1 event with a learning disabilities provider and offered to arrange advocacy to support users, which the provider declined.</p> <p>The Consultation period was extended to as late as possible in April to ensure more time available.</p> <p>To mitigate against the uncertainty caused by the extension of the consultation and the potential for a break in service for statutory services, a two month contract extension was arranged for relevant contracts.</p>
<p>2.</p> <p><u>Applicability of criteria to organisations that do not provide a direct service to residents</u></p> <p>The local infrastructure organisation expressed concern that their particular services extended beyond the scope of the ACS criteria used, by not taking into account the support role to voluntary and community sector groups whose clients may be affected by the withdrawal of support.</p> <p>No equalities information could be provided about the organisations served in terms of the equalities implications for the groups worked with.</p>	<p>It is recognised that this is an important issue. The criteria are based on Fair Access to Care Services – the eligibility for adult social care – there is general acknowledgment that the majority of users of services should have needs within the criteria banding. A reapplication of the criteria based on evidence provided through the consultation process, resulted in some changes to the funding proposals.</p>
<p>3.</p> <p><u>Sustainability of organisations</u></p> <p>The consultation process highlighted one organisation where funding was proposed to cease, however the ACS funding was that organisation's sole source of income. Application of the criteria did not take this into account.</p>	<p>Based on equalities evidence supplied, criteria scoring was reviewed and increased, with a discretion applied to continue the funding, to allow further assessment against the equalities strands to determine any disproportionate impact. This will be completed when the Council's Commissioning and Funding Framework for the voluntary sector is implemented, currently proposed for July 2011</p>

How the Proposals have changed as a Result of the Consultation

Officers have scrutinised the responses generated by the consultation and considered the key issues raised by providers in relation to the criteria. This has highlighted for officers a number of issues. Where possible, actions have been agreed to mitigate against the equality impacts of these proposals, although the criteria has not been revised.

1. **Alcohol misuse** - Some services that were originally proposed for termination are now proposed to continue or continue with reduced funding, to support users at times they most need it, particularly at 'unsocial' hours.

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2. **Informal carers** - One of the services originally proposed for termination is now being recommended to continue at reduced levels. The services which are still recommended to be decommissioned include benefits advice and a support group, which included some provision for an annual conference.
3. **General services** – As the consultation highlighted a strong need to retain a key service that supports voluntary and community groups, the revised proposal, now recommends continued funding for one of these services.
4. **Learning disabilities** - Following the consultation and process and reviewing the equalities information, there is no change proposed to the original funding proposal.
5. **Mental health** - One of the services originally proposed for termination is now being recommended to continue at reduced levels. The services which are still recommended to be decommissioned include a scheme that trains volunteers as appropriate adults.
6. **Older People** – no change is proposed to the funding proposal.

The column entitled '*Change of scoring*' shows the changes to the proposals as a result of the consultation and EqIA's, with the new proposal showing in the column entitled '*Final proposed decision May 2011*'

Informing those who took part in the Consultation

This EIA along with the Cabinet Member Report detailing final proposals and the Council's response to the issues raised through the consultation will be made publicly available on the Council's website. Organisations will also receive a letter informing them of the outcome of the consultation. The letter will explain where the full consultation response can be found on the council website.

Step 5 - Addressing Training

The criteria described in this EIA have been designed to enable Council Officers to put forward equitable funding proposals to members that make best use of resources whilst simultaneously meeting the needs of the maximum number of the borough's residents and not discriminating positively or negatively against any protected equalities group.

As such, it is important that all Officers involved in creating future funding proposals to VCS and, where appropriate, some private organisations, must have received up to date, full, equalities training. This will be identified as a key action in section 8.

Step 6 - Monitoring Arrangements

Who will be responsible for monitoring?

Senior Officers in ACS will be responsible for monitoring and reviewing these proposals and their impact with support from colleagues in the Council's Policy and Performance Intelligence Unit.

Where will this information be reported and how often?

This information on the outcome of this process will be reported to the AHS Directorate Management Team on a quarterly basis.

Contracts with providers will need to be strengthened to ensure that improved equalities information is provided by organisations so that the Council can be confident that voluntary sector organisations are delivering good outcomes to residents in Haringey, and value for money services.

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Step 7 - Summarise impacts identified

In the table below, summarise for each diversity strand the impacts you have identified in your assessment

Age	Disability	Race	Sex	Religion Belief or	Sexual Orientation	Sex Reassignment	Marriage and Civil Partnership	Pregnancy and Maternity
<p>Support to community and voluntary sector organisations There may be indirect adverse impact on other organisations and their users, with the loss of infrastructure support</p> <p>Volunteering There may be adverse impact on younger adults (who may also be from BME communities) , although no detailed equalities data is available</p>	<p>Support to community and voluntary sector organisations There may be indirect adverse impact on other organisations and their users, with the loss of infrastructure support</p> <p>Learning Disabilities The consultation period was challenging when considering the particular needs of this group, in understanding what was being consulted about.</p>	<p>Support to community and voluntary sector organisations There may be indirect adverse impact on other organisations and their users, with the loss of infrastructure support</p> <p>Asian/Asian British There will be high adverse impact on users of organisations where Council funding is the sole source of income</p>						

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Step 8 - Summarise the actions to be implemented

Please list below any recommendations for action that you plan to take as a result of this impact assessment.

Issue	Action required	Lead person	Timescale	Resource implications
Loss of support to community and voluntary sector organisations.	Review infrastructure model for community and voluntary groups. Improve data collection about equalities protected characteristics through regular surveys of community groups	Head of Adult Commissioning, ACS	July to September 2011	Within existing resources.
Ensure robust model of funding voluntary sector organisations to ensure sustainability.	Finalise commissioning and funding framework for the voluntary sector.	Head of Adult Commissioning, ACS	May to July 2011	
Training	All Officers involved in creating future funding proposals to VCS and, where appropriate, some private organisations, to receive up to date, full, equalities training.	Deputy Director, Adult and Community Services.	Ongoing	Within existing resources.

Step 9 - Publication and sign off

There is a legal duty to publish the results of impact assessments. The reason is not simply to comply with the law but also to make the whole process and its outcome transparent and have a wider community ownership. You should summarise the results of the assessment and intended actions and publish them. You should consider in what formats you will publish in order to ensure that you reach all sections of the community.

When and where do you intend to publish the results of your assessment, and in what formats?

Assessed by (Author of the proposal):

Name: Barbara Nicholls
Designation: Head of Adult Commissioning
Signature:
Date: 16th May 2011

Quality checked by (Equality Team):

Name: Arleen Brown
Designation: Senior Policy Officer
Signature: *A. J. Brown*
Date: 16th May 2011

Sign off by Directorate Management Team:

Name:
Designation:
Signature:
Date: