

Equalities Comprehensive Impact Assessment v3 - originator review

Reference: ECIA558538986

Submitted: 14 November 2023 14:12 PM

Executive summary

Title of policy / decision: Decision to award contract for the Multiple and Complex Needs Service

Policy / decision type: Cabinet Member Action (CMA)

Overview of policy / decision: On 20 June 2023 Cabinet (decision ref FP/092/03/23) approved the decision to procure a provider to deliver an integrated, countywide Multiple and Complex Needs Service for a period of five years, with the option to extend for a further four years.

A decision is now required to award the contract for the Multiple and Complex Needs Service to the winning bidder (Phoenix House, trading as Phoenix Futures) (Phoenix Futures) identified by the procurement process conducted. The contract is for an initial term of five years, with an option to extend for a further four years (on a two plus two year basis).

The new service will provide enhanced provision currently delivered as part of the Offenders with Complex and Additional Needs contract, and which expires in March 2024.

The service will support individuals in contact with the criminal justice system (both offenders and victims of exploitation) who have a range of multiple and complex needs, including substance misuse, homelessness, mental ill-health, learning disabilities and poor physical health. Due to their complexity, coupled with often chaotic lifestyles, they are prevented from successfully engaging with treatment or support, and so end up falling through the gaps in conventional services, resulting in them often presenting in crisis to costly emergency and specialist services, while their needs continue to escalate.

The Multiple and Complex Needs Service contributes to a number of commitments within Essex County Council's Everyone's Essex, in particular, to support healthy lifestyles and level up health. The new service will provide effective, wrap around support to reduce re offending (and the risk of being drawn into offending) while helping to stabilise and support individuals with complex needs into recovery, and ultimately enable them to lead healthy and more fulfilling lives. Delivered through a place-based approach, the new service will forge strong links with local partners to deliver better support that meets the needs of vulnerable residents and, in turn, reduce health inequalities across Essex.

All professional agencies will continue to be able to make a referral (subject to the consent of the individual/service user) into the service. Referrals may therefore be received from a very broad range of partners including (but not exclusively), substance and alcohol treatment services, housing, health, social care, police, probation as well as other third sector agencies.

What outcome(s) are you hoping to achieve?: The Multiple and Complex Needs Service will provide effective, wrap around support to individuals in contact with the criminal justice system (both offenders and victims of exploitation) who have a range of multiple and complex needs, including substance misuse, homelessness, mental ill-health, learning disabilities and poor physical health. The service will help stabilise and support individuals with complex needs into recovery, and ultimately enable them to lead healthy and more fulfilling lives; while in turn, help reduce re offending (and the risk of those being drawn into offending). This approach will also help prevent needs escalating and thereby alleviate pressures on costly public/specialist services. The new

service will also provide greater opportunities for individuals to engage in meaningful activities which connect them to others and their wider community; as well as opportunities for education/training, volunteering and employment.

Executive Director responsible for policy / decision: Tom Walker (Economy, Investment and Public Health)

Cabinet Member responsible for policy / decision: Cllr John Spence (Health, Adult Social Care and ICS Integration)

Is this a new policy / decision or a change to an existing one?: New policy / decision

How will the impact of the policy / decision be monitored and evaluated?: Phoenix Futures is currently commissioned to deliver the existing contract, and is therefore well placed to mobilise and manage the new service. However, Council oversight of delivery will be managed through quarterly contract monitoring meetings and the provision of reports detailing management information and performance against outcomes as detailed in the service specification. Using current performance measures as a baseline, commissioners will work with the provider to develop these during the term of the contract to adapt and meet changing needs. Where appropriate, remedial action will be taken to address any shortfall in relation to performance.

Will this policy / decision impact on:

Service users: Yes

Employees: No

Wider community or groups of people: No

What strategic priorities will this policy / decision support?: Health, Independence and Wellbeing for All Ages, A good place for Children and Families to Grow

Which strategic priorities does this support? - Health: Healthy lifestyles, Promoting independence, Place based working, Levelling up health

Which strategic priorities does this support? - Families: Family resilience and stability, Safety, Levelling up outcomes for families

What geographical areas of Essex will the policy / decision affect?: All Essex

Digital accessibility

Is the new or revised policy linked to a digital service (website, system or application)?: No

Equalities - Groups with protected characteristics

Age

Nature of impact: None

Disability - learning disability

Nature of impact: Positive

Extent of impact: Low

Disability - mental health issues

Nature of impact: Positive

Extent of impact: High

Disability - physical impairment

Nature of impact: Positive

Extent of impact: Low

Disability - sensory impairment

Nature of impact: None

Sex

Nature of impact: None

Gender reassignment

Nature of impact: None

Marriage / civil partnership

Nature of impact: None

Pregnancy / maternity

Nature of impact: None

Race

Nature of impact: None

Religion / belief

Nature of impact: None

Sexual orientation

Nature of impact: None

Rationale for assessment, including data used to assess the impact: The data below provides a breakdown of reasons for referral to the current service for the period 2021/2022 (quarter 1) to 2022/2023 (quarter 3):

Main Reason for referral : No's:

Mental Health need 1427

Substance Misuse 880

Accommodation 721

Support to attend GP 694*

Alcohol Abuse 680

Self harm/Suicidal ideation 546

Physical Health 151

Learning Disability 128

It should be noted that:

-referrals may be for more than one reason; however, these numbers represent the main reason for referral at the time;

-it is not known why individuals required support to access/attend a GP, which may or may not be for any of the reasons above;

-it is not known whether Learning Disability includes individuals with diagnosed and or suspected LD

NB A needs assessment is planned to better understand what the needs of this client group are, and which will help inform service development and evolution.

What actions have already been taken to mitigate any negative impacts?: There are no foreseen negative impacts. The current service and the approach applied to supporting individuals with complex needs is receiving increasing interest and recognition by both local partners and at national level ie the Department of Levelling Up Housing and Communities, (and at international level with ECC Public Health Commissioners having been asked to share details of the work taking place within Essex with representatives from other countries).

How could you strengthen any positive impact(s)?: As stated above, the new service will continue to build on and enhance current provision which is being delivered via the Offenders with Multiple and Complex Needs Service contract. We will also continue to forge strong relationships with local partners from across all sectors to help drive improvements across wider services.

Levelling up - Priority areas & cohorts

Children and adults with SEND, learning disabilities or mental health conditions (taking an all-age approach)

Nature of impact: Positive

Extent of impact: Medium

Children on Free School Meals

Nature of impact: None

Working families

Nature of impact: None

Young adults (16-25 who have not been in education, training or employment for around 6-12 months)

Nature of impact: Positive

Extent of impact: Low

Residents of Harlow

Nature of impact: Positive

Extent of impact: Low

Residents of Jaywick and Clacton

Nature of impact: Too early for impact to be known

Residents of Harwich

Nature of impact: Too early for impact to be known

Residents of Basildon (Town) housing estates

Nature of impact: Positive

Extent of impact: High

Residents of Canvey Island

Nature of impact: Too early for impact to be known

Residents of Colchester (Town) - Housing Estates

Nature of impact: Positive

Extent of impact: High

Residents of Rural North of the Braintree District

Nature of impact: Too early for impact to be known

Rationale for assessment, including data used to assess the impact: As noted above, the main reason for referrals into our existing service is due to mental ill health. We know from feedback gathered from existing service users that many struggle to access mental health services, often because their needs are deemed too severe for some interventions, while failing to meet thresholds for formal MH services. However, for this reason we have established a dedicated Mental Health and Wellbeing Team to provide support to clients, and this will continue when the new service commences in April 2024.

With regard to SEND, Learning Disabilities, Autism, etc as noted above, a number of referrals into existing services note this as the reason but we do not know from the data whether this is for diagnosed and or suspected. Many clients referred into existing services have a suspected SEND, LD, Autism etc but which has never been formally diagnosed. However, as part of the new Multiple and Complex Needs Service, a specific element will focus on continued delivery of the Vulnerable Adults Service which is commissioned in partnership with Adult Social Care. This will continue to support adults known or open to Adult Social Care who have a Learning Disability and or Autism and or acquired brain injury (where they are either being exploited or are at risk of criminal, sexual and financial exploitation by others. There has been an independent evaluation of the project and as a result of the positive outcomes, the support has been expanded, hence the rationale for this becoming a core element of the new contract. The Vulnerable Adults Service is now countywide so operating across all of these areas; similarly the Multiple and Complex Needs Service will be County wide.

However, we do not have sufficient granular data to be able to comment at this time as to the impact on specific localities. High level data (which includes numbers of total referrals received for the quarter up to March 2023, recorded the following:

Total referrals received during quarter :1435

Colchester 444

Basildon 399

Chelmsford 340

Harlow 252

What actions have already been taken to mitigate any negative impacts?: There are no known/foreseen negative impacts as the service will be Essex wide

How could you strengthen any positive impact(s)?: It is anticipated that the needs assessment currently being planned will help us better understand the needs/issues for individuals being supported through the service but also those not engaged /being supported by other agencies across the County.

Equalities - Inclusion health groups and other priority groups

Refugees / asylum seekers

Nature of impact: Too early for impact to be known

Homeless / rough sleepers

Nature of impact: Positive

Extent of impact: High

People who experience drug and alcohol dependence

Nature of impact: Positive

Extent of impact: High

Offenders / ex-offenders

Nature of impact: Positive

Extent of impact: High

Victims of modern slavery

Nature of impact: Too early for impact to be known

Carers

Nature of impact: Too early for impact to be known

Looked after children / care leavers

Nature of impact: Too early for impact to be known

The armed forces community (serving personnel and their families, veterans, reservists and cadets)

Nature of impact: Positive

Extent of impact: Low

People who are unemployed / economically inactive

Nature of impact: Positive

Extent of impact: Low

People on low income

Nature of impact: Positive

Extent of impact: Medium

Sex workers

Nature of impact: Too early for impact to be known

Ethnic minorities

Nature of impact: Too early for impact to be known

Gypsy, Roma, and Traveller communities

Nature of impact: Too early for impact to be known

People with multiple complex needs or multi-morbidities

Nature of impact: Positive

Extent of impact: High

Rationale for assessment, including data used to assess the impact: With regard to homeless/rough sleepers, we know from the data supplied above, this and other issues relating to accommodation is one of the key reasons for referral into our existing services. We know from feedback from housing partners that there is growing concerns about shortage of temporary and suitable rental accommodation across the County but demand for the same continues to grow. We therefore anticipate that issues regarding homelessness/rough sleeping and accommodation generally will continue at the same high rates.

Accommodation 721

Substance misuse 880

Alcohol misuse 680

Finance 528

Employment/Education/Training 220

Veterans 16

We don't have other data to provide an informed response, hence recording as Too early for impact known. However, once again, we anticipate the needs assessment planned will provide more granular detail.

What actions have already been taken to mitigate any negative impacts?: There are no negative impacts

How could you strengthen any positive impact(s)?: As above, the new service will build upon and enhance current provision.

Equalities - Geographical Groups

People living in areas of high deprivation

Nature of impact: Too early for impact to be known

People living in rural or isolated areas

Nature of impact: Too early for impact to be known

People living in coastal areas

Nature of impact: Too early for impact to be known

People living in urban or over-populated areas

Nature of impact: Too early for impact to be known

Rationale for assessment, including data used to assess the impact: The service will be County wide but as already stated current data is not sufficiently detailed to provide this level of insight at this time.

Families

Family formation (e.g. to become or live as a couple, the ability to live with or apart from children)

Nature of impact: Too early for impact to be known

Families going through key transitions e.g. becoming parents, getting married, fostering or adopting, bereavement, redundancy, new caring responsibilities, onset of a long-term health condition

Nature of impact: Too early for impact to be known

Family members' ability to play a full role in family life, including with respect to parenting and other caring responsibilities

Nature of impact: Too early for impact to be known

Families before, during and after couple separation

Nature of impact: Too early for impact to be known

Families most at risk of deterioration of relationship quality and breakdown

Nature of impact: Too early for impact to be known

Rationale for assessment, including data used to assess the impact: While we do not collect specific data in relation to this section (hence the response recorded) research conducted by the Lankelly Chase Foundation (Hard Edges, Mapping severe and multiple disadvantage, 2015) found that almost 60% of adults with significant multiple disadvantage live with children or have ongoing contact with them. The report highlights the potential indirect social cost and detrimental impact to children caused by substance misuse, chaotic lifestyle etc, and moreover, increased risks of neglect, abuse and domestic violence.

The service will be expected to provide holistic support to the individual who may have family and or children, and it may be that they require support to have contact with, and or re connect /build relationships with their family/children. Therefore, where possible, and appropriate, the service will work in partnership with Children's Social Care etc. Similarly, the aims of the service align to the outcomes of the Supporting Families Programme

Climate

Does your decision / policy involve development or re-development of buildings or infrastructure?: No

Does your decision / policy take place in, or make use of, existing buildings or infrastructure?: Yes

The use of existing buildings will always have a climate impact because it requires energy consumption. Please outline how you will mitigate against this impact: It is a contractual requirement that the provider will have a Carbon Reduction Plan in place within 6 months of commencement of the new service and which is fully compliant with the Carbon Reduction Plan compliance criteria

Does your decision / policy involve elements connected to transport, travel or vehicles? This includes travel needs / requirements of both service users and staff (including staff you're planning to recruit): Yes

Where are staff or service users coming from and how are they travelling?: There will be an element of travelling for the new service, which is likely to include a combination of use of public transport and private vehicles by staff and walking. Staff car share where possible; service users are extremely unlikely to have use of their own vehicles and would either be travelling on foot or using public transport.

The majority of staff live in Essex and have the option of working from home; in addition, they are generally based near to where they work and so use of private vehicle travel is minimised. It is an Essex wide service so service users may be living across all 12 districts. However, as stated already, very few are likely to have their own/use of a private vehicle, and will be on foot/using public transport.

If car travel is unavoidable, are you specifying electric cars and vehicles?: No

What is your transition plan to introduce electric vehicles?: Please refer to above

Are you undertaking a procurement exercise?: Yes

Please confirm for purchase over £100k that you have a carbon reduction plan as part of your procurement: Yes

Please list which climate TOMS (Themes, outcomes & measures) you have included in your procurement and the weighting these have been given: As part of our Social Value requirements, we included all of the climate TOMS:

ECC21 Savings in CO2e emissions on contract achieved through de-carbonisation (i.e. a reduction of the carbon intensity of processes and operations, specify how these are to be achieved) against a specific benchmark

- ECC23a Car miles saved on the project as a result of a green transport programme or equivalent (e.g. cycle to work programmes, public transport or car pooling programmes, etc.)
- ECC26a Total volume of reduced plastics against a relevant benchmark
- ECC45 Activities to influence staff, suppliers, customers and communities to support environmental protection and improvement
- ECC46 Support provided internally and to MSMEs and VCSEs within the supply chain to adopt Circular Economy solutions - business case and leadership for circular economy
- ECC47 Hard to recycle waste diverted from landfill or incineration through specific recycling partnerships (e.g. Terracycle or equivalent)
- ECC49 Reduce waste through reuse of products and materials
- ECC50 Support for suppliers to demonstrate climate change and carbon reduction training for all staff - e.g. SDGs Academy courses, Supply Chain Sustainability School bronze or higher or equivalent
- ECC51 Fleet emissions monitoring programme on the contract, including data collection (miles, type of vehicle, engine type, emission standard)

The total weighting for social value was 10% of which the TOMS were 5%

Does your decision / policy involve the purchase of goods or materials?: No

Will any waste be generated by this decision? This includes waste from construction, waste generated by service users / staff, and waste generated by replacing existing products / materials with new: No

Nature of impact

Built Environment / Energy: None

Sustainable Transport / Travel: None

Waste: None

Rationale for assessment, including data used to assess the impact: It is not possible to complete the rationale for this at this time.

As stated above, there will be an element of use of existing buildings and similarly an element of travelling, however, the contract requires the provider to have a Carbon Reduction Plan in place within 6 months of commencement, and which will therefore ensure that any negative impacts are absolutely minimal, and will be compliant with the Essex Climate Change Commission recommendations, including low carbon transport and effective use of energy.

As part of contract management and performance requirements, this element will also be kept under continuous review.

What actions have already been taken to mitigate any negative impacts?: Please see above

Action plan to address and monitor adverse impacts

Does your ECIA indicate that the policy or decision would have a medium or high adverse impact on one or more of the groups / areas identified?: No

Details of person completing the form

I confirm that this has been completed based on the best information available and in following ECC guidance: I confirm that this has been completed based on the best information available and in following ECC guidance

Date ECIA completed: 06/11/2023

Name of person completing the ECIA: Claire Bartoli

Email address of person completing the ECIA: claire.bartoli@essex.gov.uk

Your function: Economy, Investment and Public Health

Your service area: Wellbeing, Public Health and Communities

Your team: Wellbeing and Public Health

Are you submitting this ECIA on behalf of another function, service area or team?: No

Email address of Head of Service: ben.hughes@essex.gov.uk