

Equality Impact Assessment for Service changes / Budget proposals

An EIA is a tool which will help you assess whether there are any positive or negative equality impacts on people affected by proposed changes requiring formal decision.

Service change involves redesigning or reshaping, (and in some cases the removal of) current service provision – whether directly provided by Council officers or commissioned by the Council for provision by an external provider.

Budget proposals should arise from service changes that you are considering throughout the year in light of the current financial climate. The EIA for budget proposals should cover the same issues as considered for service changes.

Our public sector equality duty requires us to ensure that we do not discriminate against any protected group or person with protected characteristics (see below) covered by the Equality Act 2010 when taking decisions that affect them. Potential negative impacts that we disregard or ignore could mean discrimination. We also have a duty to actively promote positive impacts that advance equality of opportunity. The protected characteristics covered by the Equality Act 2010 are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual orientation.

What to do: The service change / budget proposal EIA contains 3 steps:

Step 1 The proposal

This part of the EIA examines the proposed change to the service and potential equality impacts takes place at the start of the planning process.

Step 2 Consultation

This part of the EIA covers the outcome of the consultation with service stakeholders about service change proposals.

Step 3 The recommendation

The final part of the EIA presents the recommendation for decision along with potential positive and negative equality impacts of the recommended action.

Any issues identified in the above EIA process requiring action should be addressed in a SMART EIA action plan.

Remember to keep your supporting information and analysis as your evidence base (including any needs assessments informing the start of the planning process) in case of challenge to the contents of your EIA, your interpretation of the evidence used to support the EIA, or your interpretation of protected groups affected.

Equality Impact Assessment for service changes / budget proposals

Name of service	Mobile Meals – review implementation
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Date of assessment:

Start date	Completion date
01-10-2013	23-10-2013

Lead officer and Contact details	Mercy Lett-Charnock Contact: 37 2377
List of other(s) involved	Jagruti Barai – HR Advisor Irene Kszyk – Corporate Equalities Lead

What is this EIA about?

(Please tick✓)

Budget proposal for existing service or service contract to achieve savings	
Budget proposal for new or additional service expenditure	
Budget proposal for capital expenditure	
Commissioning a new service or service contract	
Changing or removing an existing service or service contract	✓

Step 1: The proposal (how you propose to change the service)

Question 1:

What is the proposal/proposed change?
<p>The proposal is to cease the current mobile meals service and provide meals in more flexible ways. The current mobile meal service has two components, meal preparation and a delivery service. The delivery service is provided by the Council's Passenger & Transport Service (PATs), via a Service Level Agreement (SLA) with Adult Social Care. In terms of the meal preparation, City Catering re-heats re-generated frozen food for the European, Punjabi, Halal and Kosher meals, which are supplied by Appetito. Caribbean style and Gujarati vegetarian meals are freshly prepared by the West Indian Senior Citizens Project and the East West Community Project respectively through a block/spot contract arrangement. If change is supported, service users currently in receipt of mobile meals will receive individual reassessments of their needs to enable an appropriate alternative to be planned. Where needed, appropriate support will be given to set up alternative options chosen by the service user. The alternatives will be dependent on individual needs and will therefore vary but may include options such as direct payments, domiciliary (home) care, alternatives hot meal provision or support to order meals which the service user can reheat themselves for example.</p> <p>As well as service users, the change will impact on staff at City Transport and City Catering</p>

involved in the mobile meals preparation and delivery as well as the two external food suppliers currently under contract to prepare mobile meals.

Who will it affect and how will they likely be affected?

It will affect 236 existing service users as well as 19 staff, 16 from City Transport and 3 from City Catering (8.93 FTE). It will also affect two external support/meal providers.

Service users will be reassessed and where they have eligible needs will be supported to organise alternative provision. This will mean they continue to get their needs met but in many cases will get their meal from a different source. Those receiving meals from external providers may choose to continue to purchase their meals from there so there may be a lesser impact. Assessments are holistic and diet and health needs will be included in a support plan and will be taken into account when services are organised on behalf of a service user.

For staff at City Catering and City Transport redundancy is a possibility, however staff may be able to be redeployed within school kitchens or within Passenger and Transport services where vacancies exist.

A change from a block contracting arrangement to the use of personal budgets and a lower value contract (likely to be a framework) would cause some financial uncertainty for both providers as there is less security of knowing what income will be received.

Question 2:

Will the proposal have an impact on people because of their protected characteristic? Tick the anticipated impact for those likely to be affected by protected characteristic.

	No impact	Positive impact	Negative impact	Impact not known
Age		✓	✓	
Disability		✓	✓	
Gender reassignment				✓
Pregnancy and maternity				✓
Race		✓	✓	
Religion or belief				✓
Sex (gender)		✓	✓	
Sexual orientation				✓

Question 3:

For those likely to receive a positive impact, describe the likely positive impact for each group sharing a protected characteristic. How many people are likely to be affected?

Age, disability, race, religion and gender have been highlighted as areas likely to be impacted on through this project/proposal. The majority of people in receipt of meals are older people or disabled people and more women receive meals than men and these groups will therefore be disproportionately affected compared to other groups. Meals are delivered to people in all communities and their race, religion or belief may impact on their meal choice and current meal provider. People in some communities may be more affected than others therefore.

The positive impact is likely to be the same for each group affected, in that the change proposed would mean that people get reassessed and those eligible for services will receive support to choose a suitable alternative to mobile meals which they will then purchase with their personal budget (either directly through a Direct Payment or indirectly through a managed budget). This should result in people choosing options that meet their needs and suit their practical arrangements. With the current mobile meals provision many thousands of meals are wasted each year because meals can only be delivered at certain times so people are often out and miss them. If people can choose from a variety of places they should be able to arrange more flexible options that meet their needs both in terms of any cultural or dietary requirements but also in terms of preparation and delivery. In addition people currently receiving a home care call may have their meal support needs met by home care support and again – this can be more closely tailored to chosen meal times. It is possible those currently receiving frozen regenerated European, Halal, Punjabi and Kosher meals may experience a particularly positive impact as these meals have come under some criticism in terms of quality and portion size.

Service users - profile

Race

Leicester City Council estimates (which are based on the census 2011 and local information) suggest that across the Council as a whole 51% of the population is white, 37% is Asian and 6% is Black. The data from current mobile meals service users shows us that 45% of users are Asian, 45% white and 6% African Caribbean. This shows that Asian service users will be

disproportionately affected by the proposed recommendations.

Gender

There is a significantly higher number (60%) of female recipients as compared to male (40%). The gender profile of Leicester city as a whole has a higher proportion of females compared to males running across all age groups. However within the 65+ age group across the city, the difference is 56% female and 44% male. Therefore females will be disproportionately affected by these recommendations.

Age

Perhaps unsurprisingly the largest group affected are older people (77% of the total customers in receipt of Mobile Meals are over the age of 70 years) and this may indicate that many of those affected will be looking for a managed personal budget in future.

Disability

Across Leicester 8.4% of the population are disabled people claiming invalidity benefits. Unsurprisingly, the percentage of people currently receiving the mobile meals service is much higher than that with 43% having a physical disability rising to 64% if physical/age related frailty or temporary illness is included.

Religion

We do not know the religion of all the current users. However meal choices are often dictated or influenced by people's religion and we know the current meal provision is as follows:

	Number of Customers	Percentage Customers
European Style Meals	120	51%
Gujarati Style Meals	92	39%
Caribbean Style Meals	12	5%
Punjabi Style Meals	12	5%
	236	100%

Question 4:

For those likely to receive a negative impact, describe the likely negative impact for each group sharing a protected characteristic. How many people are likely to be affected?

Age, disability, race, religion and gender have been highlighted as areas likely to be impacted on through this project/proposal. The majority of people in receipt of meals are older people or disabled people and more women receive meals than men and these groups will therefore be disproportionately affected compared to other groups. Meals are delivered to people in all communities and their race, religion or belief may impact on their meal choice and current meal provider. People in some communities may be more affected than others therefore. The service user profile is as listed in Question 3.

For all groups affected the impact will be similar – that is they will cease to receive the mobile meals service they currently get but they will each have an individual needs assessment that will identify an appropriate personalised alternative. Therefore although receiving a different service, it will still meet their needs and those affected should not be impacted on adversely. However, it is recognised that many people do not like change and may experience a negative impact from experiencing change itself as much as from the change of meal/provider. It is possible some people may have regular drivers delivering meals and may experience a negative impact as a result of the change.

As EWCP and WISCP already provide meals to customers through private arrangements it

is possible that these users will continue to get their meals from the same source going forward (if they choose) but just under a different arrangement. It will not be an option for those receiving European, Halal, Punjabi and Kosher meals regenerated by City Catering and delivered by City Transport to continue to get this service as it will not be available to purchase on a private/individual basis going forward. It is therefore possible to suggest that those receiving European, Halal, Punjabi and Kosher meals may notice a bigger change therefore.

Impacts will vary depending on individual options chosen but one of the likely alternative options is or those who receive home care to have a meal prepared or reheated by a home care worker. In this case, for those who have meals delivered freshly currently – i.e. those who get Gujarati or African/Caribbean meals, a reheated replacement may provide a perceived lower quality option.

However, it must be noted all service users can take the opportunity to take a Direct Payment and therefore could continue to purchase the meal type they wish.

Providers can set their own pricing arrangements and although we would anticipate they price themselves competitively it is possible that because the meals have been subsidised to date, when service users get to choose their own options they may not want to pay the “going rate” that is being set by the current providers and will therefore not continue to receive meals from EWCP or WISCP.

How can these negative impacts be reduced or removed?

Service users will be supported on a 1-1 basis to choose appropriate options that meet their needs and as part of the project management service users will be communicated with to explain the changes and reassure them. People who are currently in receipt of a mobile meals service have differing needs for example with some unable to prepare a meal but other simply unable to obtain the shopping/food/meal. Any future services will be designed to meet the specific area of need and different options will be made available to ensure this can happen.

Question 5:

Is there other alternative or comparable provision available in the city? Who provides it and where is it provided?

Some external providers already undertake some of the functions of the mobile meals service – WISCP and EWCP provide to specific cultural groups. When looking at alternative meal options, soft market testing established that there are providers across the city who can deliver hot meals. Providers also exist who will deliver frozen meals but heating of these needs to be arranged separately. The Council wouldn't commission frozen meal provision but this may be an option people choose independently. Other home care providers exist who can support people to prepare or warm a meal and a mixture of these options will be the replacement service for some of the people affected. Soft market testing showed there were examples of all meals types being provided for however there is more choice for some groups than others and prices vary.

Can this alternative or comparable provision reduce or remove the negative impacts identified in Question 5? If not, why not?

As service users will receive a personal budget going forward there is no longer a remit for the Council to hold block contracts as people will make their own choices and purchases.

Therefore getting another provider to deliver the mobile meals service en masse is not appropriate but the Council will need to ensure there are options available for people to purchase with their personal budget.

Would service users negatively affected by the proposal be eligible to use this alternative or comparable provision, and would it meet the service users' identified needs?

Although it is believed service users will not experience a significant negative impact, service users assessed as eligible for continued provision will be able to receive a service from wherever they choose including existing providers if they take a Direct Payment. The cost factor may be an issue in deciding where meals are purchased.

Question 6:

Will any particular area of the city be positively or negatively affected by the proposal, compared to other parts of the city? Describe where this is likely to take place, and why.

This impacts across the city however, we know from the profile of service users that in Latimer and Spinney Hills there are a larger proportion of mobile meals recipients than elsewhere. Within these 2 wards, approximately 39% of the mobile meal customers receive Gujarati style meals.

The user profile across the city is as follows:

	Number of Customers	Percentage of Customers
Abbey	10	4%
Aylestone	5	2%
Beaumont Leys	6	3%
Belgrave	20	8%
Braunstone Park Rowley Fields	7	3%
Castle	7	3%
Charnwood	19	8%
Coleman	7	3%
Evington	8	3%
Eyres Monsell	5	2%
Fosse	6	3%
Freemen	2	1%
Humberstone & Hamilton	13	6%
Knighton	7	3%
Latimer	30	13%
New Parks	8	3%
Rushey Mead	17	7%
Spinney Hills	22	9%
Stoneygate	11	5%
Thurncourt	11	5%
Westcotes	8	3%
Western Park	7	3%
	236	100%

Question 7:

Is it likely that there may be additional negative impacts arising over the next three years that need to be considered? Describe any additional negative impacts over time that could realistically occur.

Some people using the mobile meals service may also be in receipt of other social care services such as day care which may change over the next 3 years. Although changes to service are in order to personalise provision and should not have a negative impact, for some people the cumulative effect of change can be important.

Question 8:

What data/information/analysis have you used to inform your equality impact findings?

Staff profiles for City Catering and City Transport, population data for the city and profile data for the current mobile meals users.

Date completed10th October 2013.....

Step 2: Consultation on the final proposal

Question1:

What consultation on the final proposal has taken place? When, where and who with?

Statutory consultation was carried out between 9 July and 7 October 2013 on the future of Leicester’s Mobile Meals service

The proposal:

Stopping the Council’s current mobile meals service and helping people to prepare or obtain meals in alternative and more flexible ways

The consultation was led by a small team of staff within adult social care and a variety of methods were made available for customers and stakeholders to feed back including information in alternative formats.

There was a 63% return rate (177 questionnaires received).

Question 2:

What potential impacts did consultation stakeholders identify?

- Concern that customers will lose human contact, which could lead to isolation and risk to welfare
- Will direct payments be sufficient to meet people’s needs?
- Effects of budget cuts on old and vulnerable
- Still a need for culturally appropriate meals
- Concerns that any new arrangements may not provide the nutrition needed
- Opportunities for more choice and control

What positive impacts were identified? For people with which protected characteristics?
Some customers felt they would have more choice and control over what to eat and when. This relates to age, disability and religion/beliefs.
What negative impacts were identified? For people with which protected characteristics?
Stakeholders told us the following: <ul style="list-style-type: none"> • Concern that customers will lose human contact, which could lead to isolation and risk to welfare • Will direct payments be sufficient to meet people's needs? • Effects of budget cuts on old and vulnerable • Still a need for culturally appropriate meals • Concerns that any new arrangements may not provide the nutrition needed This relates to age, disability and religion/beliefs.

Question 3:

Did stakeholders indicate how positive impacts could be further promoted? How?
No
Did stakeholders indicate how negative impacts could be reduced or removed? How?
<ul style="list-style-type: none"> • By keeping the service as it is • By making sure that a hot meal delivery is still available • By ensuring the quality and nutritional benefits of any new arrangements • By providing advice and information about alternative options

Date completed15/10/13.....

Step 3: The recommendation (the recommended decision on how to change the service)

Question 1:

What changes are being recommended?
To cease the service as per section 1.
Who will be affected by these changes?
Service users, staff and providers.

Question 2:

What is the anticipated impact of these changes on people who share the following protected characteristics? Tick the anticipated impact below:
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	No impact	Positive impact	Negative impact	Impact not known
Age		✓	✓	
Disability		✓	✓	
Gender reassignment				✓
Pregnancy and maternity				✓
Race		✓	✓	
Religion or belief				✓
Sex (gender)		✓	✓	
Sexual orientation				✓

Question 3:

For those likely to receive a positive impact, describe the likely positive impact for each group sharing a protected characteristic. How many people are likely to be affected?

Age, disability, race, religion and gender have been highlighted as areas likely to be impacted on through this project/proposal. The majority of people in receipt of meals are older people or disabled people and more women receive meals than men and these groups will therefore be disproportionately affected compared to other groups. Meals are delivered to people in all communities and their race, religion or belief may impact on their meal choice and current meal provider. People in some communities may be more affected than others therefore.

The positive impact is likely to be the same for each group affected, in that the change proposed would mean that people get reassessed and those eligible for services will receive support to choose a suitable alternative to mobile meals which they will then purchase with their personal budget (either directly through a Direct Payment or indirectly through a managed budget). This should result in people choosing options that meet their needs and suit their practical arrangements. With the current mobile meals provision many thousands of meals are wasted each year because meals can only be delivered at certain times so people are often out and miss them. If people can choose from a variety of places they should be able to arrange more flexible options that meet their needs both in terms of any cultural or dietary requirements but also in terms of preparation and delivery.

In addition people currently receiving a home care call may have their meal support needs met by home care support and again – this can be more closely tailored to chosen meal times, offering potential for evening calls as well as lunchtime.

It is possible those currently receiving frozen regenerated European, Halal, Punjabi and Kosher meals may experience a particularly positive impact as these meals have come under some criticism in terms of quality and portion size and service users can choose options which better suit them.

Question 4:

For those likely to receive a negative impact, describe the likely negative impact for each group sharing a protected characteristic. How many people are likely to be affected?

Age, disability, race, religion and gender have been highlighted as areas likely to be impacted on through this project/proposal. The majority of people in receipt of meals are

older people or disabled people and more women receive meals than men and these groups will therefore be disproportionately affected compared to other groups. Meals are delivered to people in all communities and their race, religion or belief may impact on their meal choice and current meal provider. People in some communities may be more affected than others therefore. The service user profile is as listed in Section 1 Question 3.

For all groups affected the impact will be similar – that is they will cease to receive the mobile meals service they currently get but they will each have an individual needs assessment that will identify an appropriate personalised alternative. Therefore although receiving a different service, it will still meet their needs and those affected should not be impacted on adversely. However, it is recognised that many people do not like change and may experience a negative impact from experiencing change itself as much as from the change of meal/provider. It is possible some people may have regular drivers delivering meals and may experience a negative impact as a result of the change.

As EWCP and WISCP already provide meals to customers through private arrangements it is possible that these users will continue to get their meals from the same source going forward (if they choose) but just under a different arrangement. It will not be an option for those receiving European, Halal, Punjabi and Kosher meals regenerated by City Catering and delivered by City Transport to continue to get this service as it will not be available to purchase on a private/individual basis going forward. It is therefore possible to suggest that those receiving European, Halal, Punjabi and Kosher meals may notice a bigger change therefore.

Impacts will vary depending on individual options chosen but one of the likely alternative options is or those who receive home care to have a meal prepared or reheated by a home care worker. In this case, for those who have meals delivered freshly currently – i.e. those who get Gujarati or African/Caribbean meals, a reheated replacement may provide a perceived lower quality option. There are 92 people currently receiving Gujarati meals and 12 receiving African/Caribbean meals.

However, it must be noted all service users can take the opportunity to take a Direct Payment and therefore could continue to purchase the meal type they wish.

Providers can set their own pricing arrangements and although we would anticipate they price themselves competitively it is possible that because the meals have been subsidised to date, when service users get to choose their own options they may not want to pay the “going rate” that is being set by the current providers and will therefore not continue to receive meals from EWCP or WISCP.

Soft market testing has been done with other providers in the market (as well as the current providers). There are indications that some customers will pay more under the new arrangements, particularly where they choose a like for like replacement – i.e. a hot meal delivery. This is because the Council currently subsidises the meals, when actually the food costs should sit with service users. It has been indicated through soft market testing that prices of African/Caribbean meals and Kosher meals may be dearer than other options when people purchase directly. There are 12 people in receipt of an African/Caribbean meal and none currently in receipt of Kosher meals.

Stakeholders raised the following specific points:

- Concern that customers will lose human contact, which could lead to isolation and risk to welfare
- Will direct payments be sufficient to meet people’s needs?
- Effects of budget cuts on old and vulnerable

- Still a need for culturally appropriate meals
- Concerns that any new arrangements may not provide the nutrition needed

How can these negative impacts be reduced or removed?

The following points consider the impacts stakeholders raised and how they can be addressed:

- Service users have a holistic assessment of their needs and meal provision is only one part of that. Service users who need social support will have this taken into account as part of their support planning and appropriate support put in place. This could be an alternative daily hot meal delivery if they require minimal contact or something such as befriending or community activities if more support is required.
- Soft market testing suggests that meals can be purchased for between £1.48 and £5.95 for frozen meals and £3.60 and £7.71 for a hot meal delivery. Service users currently pay £3.05 and if this contribution is added to the £2.28 Direct Payment amount towards meal delivery service users will have £5.33 per meal to spend. It should be noted that in practice, customers have their total needs met within the envelope of their Resource Allocation System (RAS) amount, rather than getting specific payments for specific things.
- The Council has a duty to ensure people with an assessed need have that need met and therefore anyone who is old and vulnerable as per the stakeholder comment would still have their need met.
- As above, the Council has a duty to ensure people’s needs – including cultural and dietary are met. Soft market testing suggests there are appropriate options available.
- Diet and nutrition form part of the assessment process. However, service users with capacity are responsible for their own meal choices and staff would only advise. Those without capacity will be supported to do this. In other circumstances, where for example a home care worker is reheating or preparing a meal, the nutritional value of the food will not have been checked in the same way as with a commissioned meal. In the contract specification for domiciliary care it does state the essential support skills for staff should include “promotion of healthy lifestyles including eating choices, meal preparation and activity”. If capacity was not there, workers would be able to choose a hot meal delivery from a contract framework (if this option is chosen) where nutritionally balanced meals are available or via a direct payment from a reputable source such as Wiltshire Farm foods.

Service users will be supported on a 1-1 basis to choose appropriate options that meet their needs and as part of the project management service users will be communicated with to explain the changes and reassure them.

A project team is in place and will oversee the process and will take into account the needs of all parties.

Question 5:

Are there any actions required as a result of this EIA?

If yes complete the EIA Action Plan on the next page. List up to 3 priority actions.

Date completed23/10/13.....

This EIA has been completed by:

Lead officer (signature)	Mercy Lett-Charnock
Date	23/10/13

The EIA has been signed off by the Equality Officer:

Equality officer (signature)	Irene Kszyk
Date	25/10/13

This EIA has been signed off by the Division Director:

Divisional Director (signature)	
Date	

EIA Action Plan

Please list all the equality objectives, actions and targets that result from the Equality Impact Assessment. These should be included in the relevant service plan for performance management purposes.

Equality Objective	Action required	Target	Officer responsible	By when?
Example: To know equality profile of all service users.	Example: collect monitoring data on disabled users (currently not being provided)	Example: To have data for first performance review	Example: Joe Smith	Example: Start collection of data in April 10
To understand the impact on external providers	Work with existing external providers as part of the implementation to see if support is required			

What to do next?

If this EIA has identified any issues that need to be addressed (such as plugging a data gap, or carrying out a specific action that reduces or removes any negative impacts identified), complete the attached EIA Action Plan to set out what action is required, who will carry it out, and when it will be carried out/completed.

Once your EIA has been completed, (signed by the equalities officer **and countersigned by your Director**) the equality officer will work with you to monitor this action plan.

Equality officers: Sonya Osborne 29 7738 Sukhi Biring 29 6954

EIAs will be made widely available and published on the Councils website and intranet.