

1. Topic of assessment

EIA title:	Re-tender of Surrey's Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, including Housing Support
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EIA author:	Heather Ryder, Senior Public Health Lead, Public Health Cyril Haessig, Public Health Lead
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2. Approval

	Name	Date approved
Approved by¹	Ruth Hutchinson, Acting Deputy Director	04/07/13

3. Quality control

Version number		EIA completed	
Date saved		EIA published	

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4. EIA team

Name	Job title (if applicable)	Organisation	Role
Heather Ryder	Senior Public Health Lead	Public Health, SCC	Project sponsor
Cyril Haessig	Public Health Lead	Public Health, SCC	Project group member
Donal Hegarty	Senior Commissioner	Adult Social Care, SCC	Project group member
Peter Floyd	Commissioning Manager	Adult Social Care, SCC	Project group member
Karl Smith	Service User and Carer Involvement Development Officer	Public Health, SCC	Project group member

¹ Refer to earlier guidance for details on getting approval for your EIA.

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5. Explaining the matter being assessed

<p>What policy, function or service is being introduced or reviewed?</p>	<p>The Coalition drug strategy sets out a “fundamentally different approach to tackling drugs and an entirely new ambition to reduce drug use and dependence. It sets out that services must be more integrated. Power and accountability must sit at the lowest possible level. There is a shift of responsibility for recovery on to the individual to be accountable for their actions and work with those who are there to support them to tackle and overcome their dependence, drawing on the support from those who have already overcome their own drug and alcohol dependence.</p> <p>The provision of a tier 2/tier 3 substance misuse service, incorporating housing support and assertive outreach for people displaying complex needs in association with substance misuse, is being re-tendered. These 3 elements are currently commissioned as separate services between Public Health and Adult Social Care and the re-tendering of the core contract is allowing for the services to be aligned and commissioned as one, thereby reducing overheads and adopting a seamless approach across services.</p> <p>The key outcomes for the service are to:</p> <ul style="list-style-type: none"> • prevent problematic substance misuse • reduce drug and alcohol related crime • enable and support the long-term recovery, rehabilitation and social reintegration of people in Surrey affected by substance misuse. <p>This is not a statutory service but seeks to form part of a range of provision for substance misuse treatment available. People will be able to access the service through a number of different routes including primary care, social services, housing services and self referrals.</p>
<p>What proposals are you assessing?</p>	<p>The retendered service will work in partnership with the commissioners to :</p> <ul style="list-style-type: none"> • Reduce the harm that illicit drug and alcohol use causes to the individual, their family and the community at large. <p>In order to achieve the above the service will be require to deliver the following outcomes :</p> <ul style="list-style-type: none"> • Freedom from dependence on drugs and alcohol • Reduction in substance misuse related offending • Improved mental and physical health and wellbeing, including social functioning and personal relationships • Reduction in substance misuse within the community • Reduction of substance related harm to service users/

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	<p>offenders, public and others</p> <ul style="list-style-type: none"> • Reduction of substance misuse related deaths • Reduction in blood borne viruses • Improved relationships with family members, partners and friends, including the ability to be an effective parent • Improve tenancy sustainability • Reduce substance misuse related homelessness • Prevent homelessness and sustain tenancies <p>The Key Outcome Performance Indicators (KPIs) for the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service are determined by the NTA (National Treatment Agency) current Dataset as detailed in <i>Appendix 1</i>. The delivery of these targets will be assessed on a quarterly basis. In addition, the Service Provider will comply with the NTA outcome monitoring tool (TOPS – treatment outcome profiles). A robust Substance Misuse Service Performance Outcome Framework based on this structure and targets will be agreed once the contract is awarded.</p> <p>As part of this we will be engaging with service users to understand their experience of substance misuse services which will inform ongoing commissioning.</p> <p>The joint-commissioning of the new service will involve :</p> <ul style="list-style-type: none"> - Public Health Team (Surrey County Council); - Adult and Social Care Services (Surrey County Council); - Supporting People (Surrey County Council).
<p>Who is affected by the proposals outlined above?</p>	<p>The Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service is for adults (aged 18 years and over) resident within Surrey and experiencing problematic substance misuse issues, including the use of opiates, stimulants, hallucinogens and alcohol as well as their families, carers or partners. Flexibility will be given to work with those aged 16 or 17 years old where this is an appropriate response to the presenting need.</p> <p>Individuals requiring Tier 3 structured care-planning and clinical interventions must be resident within Surrey and have a GP based within Surrey.</p> <p>Changes in the provision of a the new service may impact on the following:</p> <ul style="list-style-type: none"> • Service users and their carers or families; • External organisations that refer into the organisation; • Adult and Social Care Directorate, Supporting People who share similar targets and will work in partnership with the new service.

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6. Sources of information

Engagement carried out
<p>The updated service specification has been informed by the following processes :</p> <ul style="list-style-type: none">- quarterly performance reviews undertaken by Public Health with the current providers;- informal engagement with service users;- review of best practice working with statistical neighbours and through liaison with NTA Regional representative- Distilling findings from JSNA- the proposal has been worked through with colleagues within the commissioning team from Public Health, Adult and Social Care and Supporting People and co-ordinated by SCC procurement.
Data used
<p>The following data sets were used :</p> <ul style="list-style-type: none">- DOMES reports;- TOPS;- Contract performance management framework for each of the current contracts;- Service user feedback;- Service user consultation;- NTA commissioning guidance (JSNA support pack for commissioners);- DTMU Adult profiles;- Surrey JSNA.

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7. Impact of the new/amended policy, service or function

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7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 217</p> <p>Age</p>	<p>The age range the most represented in treatment was 35 to 44 (1364 – 33%) followed by 25 to 34 (1121 – 27%) and 45 to 54 (972 – 23%). Again this is a similar picture compared to the previous year.</p> <p>The Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service will respond positively to the needs of all groups who have a protected characteristic within the Equality Act 2010. These characteristics include race, religion or belief, sexual orientation, pregnancy and maternity, age, disability, gender and gender identity. The Service Provider is expected to engage with these groups through all necessary means to ensure inclusion is in a positive and meaningful way.</p> <p>In addition the benefits of the new service on users is that it</p>	<p>No evidence of changes to services to disproportionately affect this group.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

² More information on the definitions of these groups can be found [here](#).

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	will rationalise previously fragmented provisions (T2 outreach, complex needs, housing support) into one service thus making it more efficient to respond to multiple needs.		
Disability	As above.	No evidence of changes to services to disproportionately affect this group.	As above. Accessibility relates to (but is not limited to); physical and mental impairment, communication needs, those with either a hearing or sight impairment, translation / interpretation if English is not a first language, the expectation with regards to acceptance of individuals defined under gender identification, respect of faith and beliefs.
Gender reassignment	As above.	No evidence of changes to services to disproportionately affect this group. It is however expected of the new service to promote itself and deliver interventions in a way which enables transgender clients to be more confident in accessing the service.	All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population. In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees. In the delivery of any services commissioned on behalf of the Surrey County Council, the Service

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			<p>Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p> <p>Several studies show that drug prevention and treatment services need to be more accurately attuned to the needs of the LGBT population. For this to happen, more evidence is required so that the appropriate service provision can be commissioned. Specifically, qualitative data on recreational drug use (e.g. use not solely relating to 'addiction'), on the different drugs used by LGBT groups, and evidence relating to inhibiting factors for those who do not access services are required in order to better understand service needs</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 219</p> <p>Pregnancy and maternity</p>	<p>As above.</p>	<p>No evidence of changes to services to disproportionately affect this group.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be</p>

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			responsive to the accessibility and needs of groups described above either in services or attempting to access services.
Race	As above. Similarly to last year's figure the vast majority of clients in treatment were White British (3778 - 91%) which is in line with Surrey's ethnic breakdown.	No evidence of changes to services to disproportionately affect this group.	<p>Evidence shows that services which are culturally and ethnically aware provide better treatment outcomes for their clients.</p> <p>The service will be expected to deliver interventions in a way which improve the engagement and retention in treatment of clients from an ethnic background.</p>
Religion and belief	As above.	No evidence that changes to services will disproportionately affect those of a specific religious background / belief.	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

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<p>Sex</p>	<p>As above.</p>	<p>No evidence of changes to services to disproportionately affect Male or Female clients.</p> <p>It is however expected of the new service to deliver interventions in a way which enables female clients to be more confident in accessing the service as traditionally women are under-represented in substance misuse treatment .</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>
<p>Sexual orientation</p>	<p>As above.</p>	<p>No evidence of changes to services to disproportionately affect sexual orientation</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service</p>

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			<p>users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>
<p>Page 222</p> <p>Marriage and civil partnerships</p>	As above.	<p>The marital status is not a criteria considered to access substance misuse services</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

7b. Impact of the proposals on staff with protected characteristics

Protected	Potential positive	Potential negative	Evidence
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characteristic	impacts	impacts	
Age	Non-discriminatory workplace	None	In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.
Disability	Non-discriminatory workplace	None	In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.
Gender reassignment	Non-discriminatory workplace	None	In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.

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<p>Pregnancy and maternity</p>	<p>Non-discriminatory workplace</p>	<p>None</p>	<p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p>
<p>Race</p>	<p>Non-discriminatory workplace</p>	<p>None</p>	<p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p>
<p>Religion and belief</p>	<p>Non-discriminatory workplace</p>	<p>None</p>	<p>In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees. In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service</p>

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			Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.	
Page 225	Sex	Non-discriminatory workplace	None	In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.
	Sexual orientation	Non-discriminatory workplace	None	In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.
	Marriage and civil partnerships	Non-discriminatory workplace		In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the

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			<p>purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.</p>
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8. Amendments to the proposals

Change	Reason for change
N/A	N/A

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Change of service and provider for some people might be difficult for existing clients however it is expected that the staff will be TUPE over	Transition planning between new and existing providers has been built in to enable a smooth transfer of individuals	By the beginning of the contract : 1 st October 2013	New and existing providers to report to the commissioners
More integrated service delivery to clients who present with multiple needs (Mental Health issues, Housing issues). The new contract will bring together 4 previously separate contracts and treatment provisions under one umbrella.	<p>Ensure there is clear signposting to national and local services through partner agencies (Social Services; Schools; Police; Health; Non-maintained independent schools; etc)</p> <p>Where appropriate review referral and moving-on protocols to and from the service;</p> <p>Develop peer support networks within the new service;</p> <p>Identify and appoint a service user lead to feedback service delivery to the commissioners from a customer point of view.</p>	From the beginning of the contract	The commissioners

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10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
Clients and TUPE staff may take time to adapt to new arrangements beyond the transitional period	ALL

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	<p>The service change has come about as a result of the following analysis :</p> <ul style="list-style-type: none"> - quarterly performance reviews undertaken by Public Health with the current providers; - informal engagement with service users; - review of best practice working with statistical neighbours and through liaison with NTA Regional representative - Distilling findings from JSNA - the proposal has also been worked through with colleagues within the commissioning team from Public Health, Adult and Social Care and Supporting People and co-ordinated by SCC procurement.
Key impacts (positive and/or negative) on people with protected characteristics	<p>Positive impact for all categories with a particular emphasis on :</p> <ul style="list-style-type: none"> - Gender; - LGBT; - Race. <p>Negative impacts will be minimal although for some clients they may need time to acclimatise to the new service.</p>
Changes you have made to the proposal as a result of the EIA	
Key mitigating actions planned to address any outstanding negative impacts	Transition planning between new and existing provider has been built in to enable people time to adapt to a new provider and arrangements if this is needed, to enable a smooth transfer of clients.
Potential negative impacts that cannot be mitigated	Clients and TUPE staff may take time to adapt to new arrangements beyond the transitional period

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Further guidance

- [Government Equality Office: Equality Act guidance](#)
- [Equality and Human Rights Commission: *Guidance on the Equality Duty*](#)
- [Equality and Human Rights Commission: *Making fair financial decisions*](#)
- [Equality and Human Rights Commission: *Meeting the Equality Duty in policy and decision making*](#)
- [TUC: *Equality Toolkit*](#)

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