Equality Impact Assessment - Homelessness Strategy Delivery Proposals

Helen McGarry – Service Improvement Manager
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Equality officer: Gurjit Minhas
Finance officer: Mark Astbury

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	
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?

A review of homeless services in Leicester has taken place, resulting in the draft Homelessness Strategy 2013 – 18. Sitting alongside the draft Strategy are the draft Delivery Proposals. These give more specific details on our proposals for commissioning homelessness services in the future. These draft proposals have been based on the findings of the Homelessness Review and the draft Homelessness Strategy, taking into consideration the new financial envelope.

The Housing Department has a 2012/13 Homelessness Services Budget of £6.611m, against which savings are now required of £1.52m during 2013/14, rising to £2.2m in 2014/15. These delivery proposals reflect this budget reduction.

The review has shown that temporary accommodation, while essential in a crisis, is not solving the long-term problem for many single people, many of whom experience numerous episodes of homelessness. Solutions for families lie largely in a supply of good quality, affordable housing, however, for vulnerable single people, while this is important; there is also a need to improve support to enable them to sustain independent living.

In response to these findings, we have developed proposals which aim to support people into independent living, this is in line with national best practice we have identified. We want to focus resources to preventing homeless, wherever possible.

Therefore the proposals are to increase and maintain the following services listed below:

Supported and shared accommodation

We propose to increase the number of units from 133 to 155 (including an extra 42 during the transitional period). Provision will continue to be provided in-house and commissioned from the voluntary and community sector.

Floating support

We propose to increase the units of floating support from 316 to 395. Provision will continue to be commissioned from the voluntary and community sector and in-house. We will also provide targeted support to stop people revolving through the hostel system.

Rough sleeping

We propose to retain the current in-house team (3 Officers).

Wet Day centre

We propose to continue support for the provision of a safe environment for entrenched street drinkers.

Employment, education and training

We propose to continue support for employment, education and training opportunities for homeless people.

Housing Advice and determination of homelessness decisions

We propose to fund advice, assistance and prevention activities in-house (Housing Options).

We propose to increase funding to further develop the Private Rented Sector.

We propose to develop a full Single Access and Referral Service in-house (Housing Options)

Temporary accommodation will be provided to families and single people to whom we owe a statutory duty and to those who meet our eligibility criteria. This will mean only those in the highest need will be placed, other clients will be offered advice and assistance (e.g. the rent deposit guarantee scheme. We propose a reduction of the number of hostel spaces across the city as listed below: It is proposed that transitional arrangements are put in place to support people to move out of temporary accommodation and to help them access alternative provision.

Client group	Current provision	Proposed provision
Young people	139 units provided by the voluntary and community sector	65 units commissioned from the voluntary and community sector
Families	129 units provided by LCC	50 units retained in house

	and the voluntary and community sector	(Border House) 10 units for teenage parents commissioned from the voluntary and community sector
Ex-offenders	46 units in the voluntary and community sector	30 units commissioned from the voluntary and community sector
Single people	129 units provided by LCC and in the voluntary and community sector	44 units retained in house (Dawn Centre)

Where services are to be commissioned we intend to undertake a procurement exercise to achieve this.

Day Centres

We propose to stop funding day centres.

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

The increase in prevention and support services will affect anyone that is threatened with homelessness, is homeless or has experienced homelessness. Staff employed by existing providers and internal LCC staff working in Housing Options, Hostels, Supported Housing and STAR will be affected if services are reconfigured or more resources agreed to increase current provision.

Any decommissioning decisions will affect anyone experiencing or facing homelessness, also people who may become homeless in the future, the service they receive may change. Staff employed by existing providers will be affected if the Council changes providers, reduces or de-commissions services. Internal LCC staff working in Housing Options, Hostels, Supported Housing and STAR will be affected if the proposals are implemented following the consultation process.

External providers that may be affected are:

- ASRA Housing Group (formerly Leicester Housing Association Support Services)
- Adullam Homes Housing
- Foundation Housing Association
- East Midlands Housing Association
- Hits Homes Trust
- Leicester Holme Project
- Leicester YMCA
- Home Group Limited (Stoneham)
- Action Homeless (Leicester)
- Park Lodge Project
- Catch 22 Charity
- Leicestershire and Rutland Probation Board
- Shelter Housing Aid and Research Project
- Centre Project

- Leicestershire Cares
- Anchor Club
- Y Advice and Support Centre

Temporary accommodation will continue to be provided for statutory homeless households and to some other clients groups who meet our eligibility criteria. We anticipate the biggest impact will be on single people who will receive a different type of service.

Different services collect different types of data and service user information to capture the service they deliver and the outcome service users receive. The aim of the profile below is to capture what you already collect, not to make your information fit a standard template. List the equality profile of your service users. Where you find you do not address a particular characteristic, ask yourself why. You may need to follow up any information gaps as an action point. If this is the case, add it to the action plan at the end of the template.

Question 2:

What is the equality profile of current service users?

We know the demographics of people currently on the Housing Register. These are shown below.

If the proposals are implemented we will see an increase in people receiving a floating support service. We expect the profile to remain constant; however we will continue to monitor the profile of clients to ensure our services are appropriate to meet their needs.

Floating support clients – Ethnic Origin 1st April 2009 – 31st March 2011

Ethnicity	Number of people	% of people
White	1383	59%
Black	383	16%
Asian	377	16%
Other ethnic origin	44	2%
Chinese	43	2%
Mixed/duel heritage	85	4%
Not known	23	1%

Floating support clients - Disability 1st April 2009 - 31st March 2011

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Disability	Number of people	% of people
Yes	610	26%
No	1657	71%
Not known	71	3%

Floating support clients – Gender 1st April 2009 – 31st March 2011

Gender	Number of people	% of people
Female	1448	62%
Male	890	38%

Floating support clients – Religion 1st April 2009 – 31st March 2011

Religion	Number of people	% of people
Christian	573	24%
Do not wish to disclose	178	8%
Hindu	99	4%
Jewish	4	0%
Muslim	311	13%
None	648	28%
Not known	458	20%
Sikh	39	2%
Any other Religion	28	1%

If the proposals are implemented or homelessness rises we will see an increase in people accessing Housing Options and the Housing Register. We expect the profile to remain constant; however we will continue to monitor the profile of clients to ensure our services are appropriate to meet their needs.

Demographic break down of the Housing Register (October 2012)

Age

Age of applicant	Number of applicants	% of applicants
Under 18	6	0.1%
19 to 24	1 516	15.7%
25 to 44	5 036	52.0%
45 to 54	1 475	15.2%
55 to 74	1 353	14.0%
75+	295	3.0%

Ethnic Origin

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Ethnicity	Number of applicants	% of applicants
White	3 062	31.6%
Black	1 000	10.3%
Asian	2 375	24.5%
Other Ethnic origin	136	1.4%
Ethnic origin not given	2 928	30.3%
Chinese	13	0.1%
Mixed/duel heritage	163	1.7%

Disability

Dioability		
Disability	Number of applicants	% of applicants
Yes	482	4.9%
No	3 771	38.6%

Unknown	5 504	56.4%
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Sexuality

Sexuality	Number of applicants	% of applicants
Bisexual	114	1.2%
Gay (female / lesbian)	27	0.3%
Gale (Male)	28	0.3%
Heterosexual / straight	3 435	35.2%
Other	118	1.2%
Prefer not to say	472	4.8%
Unknown	5 563	57.0%

Religion

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Religion	Number of applicants	% of applicants
Atheist	146	1.5%
Bahai	0	0.0%
Buddhist	9	0.1%
Christian	1 219	12.5%
Hindu	339	3.5%
Jain	7	0.1%
Jewish	0	0.0%
Muslim	1 040	10.7%
No religion	1 010	10.4%
Other	164	1.7%
Prefer not to say	260	2.7%
Sikh	71	0.7%
Unknown	5 492	56.3%

Although our aim is to reduce and prevent people becoming homeless external factors such as the economic climate and the welfare benefit changes may impact on the numbers of people making homelessness declarations. We expect the profile to remain constant; however we will continue to monitor the profile of clients to ensure our services are appropriate to meet their needs.

Demographic profile of homeless people

Homeless declarations – Ethnic Origin 1st April 2011 – 31st March 2012

Ethnicity	Number of people	% of people
White	602	55.2%
Black	132	12.1%
Asian	118	10.8%
Other ethnic origin	25	2.3%
Chinese	0	0.0%
Mixed/duel heritage	0	0.0%
Not known	214	19.6%

Homeless declarations – Disability 1st April 2011 – 31st March 2012

Disability	Number of people	% of people
Yes	66	6.0%

No	410	37.6%
Unknown	615	56.4%

Homeless declarations – Religion 1st April 2011 – 31st March 2012

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Religion	Number of people	% of people
Atheist	20	1.8%
Buddhist	2	0.0%
Christian	116	10.6%
Do not wish to disclose	48	4.4%
Hindu	15	1.4%
Jewish	0	0%
Muslim	71	6.5%
None	158	14.5%
Not known	620	56.8%
Sikh	10	0.9%
Any other Religion	31	56.8%

Homeless declarations – Age 1st April 2011 – 31st March 2012

Age of applicant	Number of applicants	% of applicants
Under 18	15	1.4%
19 – 24	325	29.8%
25 – 44	576	52.8%
45 - 54	137	12.6%
55 - 74	32	2.9%
75+	6	0.5%

Homeless declarations – Gender 1st April 2011 – 31st March 2012

Gender	Number of people	% of people
Female	449	41.2%
Male	642	58.8%

Homeless declarations – Sexual orientation 1st April 2011 – 31st March 2012

Sexual orientation	Number of people	% of people
Bisexual	10	0.9%
Gay (Female / Lesbian)	6	0.5%
Gay (May)	1	0.1%
Heterosexual / Straight	397	36.4%
Prefer not to say	43	3.9%
Other	16	1.5%
Unknown	618	56.6%

If the proposals are implemented we expect to see a decrease in hostel admissions. We expect the profile to remain constant; however we will continue to monitor the profile of clients to ensure our services are appropriate to meet their needs.

Hostel admissions - Ethnic Origin 1st April 2009 – 31st March 2011

Ethnicity	Number of people	% of people
White	2525	68.9%

Black	152	4.1%
Asian	351	9.6%
Other ethnic origin	1	0.03%
Chinese	41	1.11%
Mixed/duel heritage	222	6.06%
Not known	372	10.2%

Hostel admissions – Disability 1st April 2009 – 31st March 2011

Disability	Number of people	% of people
Yes	689	19%
No	2941	80%
Unknown	34	1%

Hostel admissions – Religion 1st April 2009 – 31st March 2011

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Religion	Number of people	% of people	
Buddhist	9	0.25%	
Christian	747	20.39%	
Do not wish to disclose	226	6.17%	
Hindu	55	1.50%	
Jewish	1	0.03%	
Muslim	297	8.11%	
None	1780	48.58%	
Not known	466	12.72%	
Sikh	35	0.96%	
Any other Religion	48	1.31%	

Do you anticipate any changes to your service user profile as a result of your proposal/proposed change? If yes, how will it change?

The number of people accessing hostel accommodation will reduce.

We know people from a black background are disproportionately over represented in current homeless services. We anticipate that the profile of people using homeless services will not change.

More people will be accessing floating support and shared / supported accommodation.

We expect more people to access advice and prevention services.

Think about the diversity of your service users and the specific needs they may have that you need to address, depending on the service context and user group. An example of service need is school aged children having differing school meal requirements due to their ethnic or religious background; a potential issue could be poverty/low income having adverse impacts on children, women (lone parents) and pensioners. This depends on the service context and user groups.

What are the main service needs and/or issues for those receiving the service because of their protected characteristic?

Service needs and/or issues by protected characteristic

Age	Those at threat of becoming homeless: Young people under threat of becoming homeless need advice and support on how to address the issues they are facing that may cause them to be homeless. This will vary based on their personal and current housing circumstances. Those who are homeless: Young people who have become homeless will need to access
	housing advice, assistance, temporary accommodation and tenancy support, in particular people leaving care or teenage parents. There are high number of children in family hostels. The majority of people receiving a positive homeless decision were aged 29 – 49 years old.
	We currently provide services targeted at young people and teenage parents and we propose to continue to do so. We propose to develop specifications for future services to meet the needs of young people and support them into independent settled accommodation.
Disability	Those at threat of becoming homeless: Disabled people may need to access safeguarding services as a
	result of harassment by others, or victimisation by family
	members. Those leaving care may require additional support to
	become independent. People with mental health issues may
	have specific needs that need to be addressed by services.
	We currently provide services that aim to be accessible for
	disabled people and we propose to ensure that the access
	needs of disabled people are met by future providers.
Gender reassignment	Those at threat of becoming homeless:
	People going through gender re-assignment may need to access services as a result of harassment or discrimination.
	We currently aim to ensure services are sensitive and meet the
	needs of people going through gender reassignment and we
	propose to ensure future services will continue to do so.
Pregnancy and	Those at threat of becoming homeless:
maternity	Women may need to access advice and support as a result of their becoming pregnant.
	Those who are homeless:
	Pregnant women who are homeless may need health related
	advice and support as well as accommodation during and after pregnancy.
	Sorvices we currently provide aim to meet the needs of progress
	Services we currently provide aim to meet the needs of pregnant women and we propose to ensure future services will continue
	to do so.
Race	Those at threat of becoming homeless:
	People under threat of becoming homeless need accessible
	advice and support (in other languages if necessary) on how to
	address the issues they are facing that may cause them to be homeless. This will vary based on their personal circumstances.
	If they are experiencing harassment or discrimination they may

Question 3:

Will the proposal have an impact on people because of their protected characteristic? Tick the anticipated impact for those likely to be affected and describe that impact in the questions 4 & 5 below.

	No impact ¹	Positive impact ²	Negative impact ³	Impact not known 4
Age		V	V	
Disability			$\sqrt{}$	
Gender reassignment		V	V	
Pregnancy and			V	
maternity				
Race		$\sqrt{}$		
Religion or belief				
Sex (gender)		V	V	
Sexual orientation		V	V	

Question 4:

Where there is a positive impact, describe the impact for each group sharing a protected characteristic. How many people are likely to be affected?

For all groups an increase in prevention services will mean some people will not have to go through the experience of homelessness. This will positively impact on the health and wellbeing of individuals as people will not need to relocate or lose support networks. This could also mean people will retain work and children not having to change schools, therefore not disrupting their education.

For all groups an increase in support services will mean that more people will be able to retain their tenancies and or be supported into independent living. For some people who have been revolving through the hostel system this could mean the break in a cycle of dependency and move on into their own settled accommodation. Again this would positively impact on the health and wellbeing of individuals.

Question 5:

Where there is a negative impact, describe the adverse impact for each group sharing a protected characteristic. How many people are likely to be affected?

People under threat of becoming homeless as a result of social or economic problems and not aware of what can be done to address their situation, could become increasingly more isolated, vulnerable and distressed as their problems accumulate/accelerate without adequate intervention.

If they do become homeless, there are a range of negative impacts they could experience which are dependent on the reason for their becoming homeless.

¹ The proposal has no impact (positive or negative) on the group sharing a protected characteristic.

² The proposal addresses an existing inequality experienced by the group sharing a protected characteristic (related to provision of services or facilities).

The proposal disadvantages one or more of the group sharing a protected characteristic.

⁴ There is insufficient information available to identify if the group sharing a protected characteristic will be affected by the proposal.

There are personal/social negative impacts of becoming homeless: their no longer having the family and possibly friendship networks that provide social support, resilience and a sense of belonging to a place. If the cause of homelessness was economic, there would be a decrease in their standard of living which could result in poorer health and wellbeing. They could also become isolated from their previous 'world of work' and lose job skills needed for future employment.

Once homeless, there are negative impacts arising from the limited accommodation available from the council. Temporary accommodation may only be available for families and some single people where we have a statutory duty and those who meet our eligibility criteria. This means that other people from any protected characteristic group, who are not statutory homeless or vulnerable may not be able to access temporary accommodation.

If there are reductions in hostel places, this would reduce the availability and type of accommodation available. Alternative accommodation may be limited and away from existing social networks and communities.

If there are reductions in the provision of day centres, homeless people may no longer be able to access these services during the day, resulting in potential further social isolation. This may lead to an increase in use of other drop in centres and voluntary group activities.

How can the negative impact for each group sharing a protected characteristic be reduced or removed?

We propose to increase the provision of advice and assistance at Housing Options to enable people to make choices about their housing situation, to prevent homelessness and to help people to retain their current accommodation.

We propose to increase support to prevent homelessness occurring in the first place by increasing the units of floating support. We propose to increase specialist floating support to meet the specific needs of clients and with the aim of reducing people revolving through the hostel system.

We propose to build in the need for culturally sensitive services within the specifications for the procurement of all services.

We propose to ensure referrals and signposting takes place to relevant agencies to address non housing issues and opportunities for social interaction.

We will continue with the implementation of No Second Night Out which will address the needs of rough sleepers.

We are working to increase access to the private rented sector to increase the supply of housing we have in this sector.

The proposed new eligibility criteria is being piloted.

Should the proposals be go ahead, the project plan allows time between the announcements and the implementation of new contracts to allow time for in-house and voluntary sector services to ensure appropriate arrangements are in place for existing services users.

Allowance has been made for 42 additional move-on bed spaces for a one year period during which the full impact can be assessed.

We will continue to pursue all options to increase the supply of affordable housing in the City.

Question 6:

Which relevant stakeholders were involved in proposing the actions recommended for reducing or removing adverse impacts arising from the proposal?

To be added in the final document when consultation has taken place.

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

Information collated and included in the Review of Homelessness Services in Leicester 2012.

Supplementary information

Question 7:

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

Alternative provision is available across the city, within the voluntary and community sector. Our proposals include commissioning some services in this sector.

We also propose to increase access to the private rented sector and increase our supply of accommodation in this sector that people can be referred to.

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

Even with commissioning in the voluntary and community sector the negative impacts would remain with the current financial envelope. Our aim is to meet basic priority needs and our statutory duties. Our proposals to increase preventative services will help to reduce the numbers of people having to access some of the services we are proposing to reduce.

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

Service users would be able to access some of the preventative services. These would not necessarily meet all their identified needs.

Question 8:

Will any particular area of the city be more affected by the proposal than other parts of the city? What area and why?

Affects the entire city.

For example, Government policies or proposed changes to current provision by public agencies (such as new benefit arrangements) that have an adverse impact on residents; external economic impacts such as the recession/economic downturn; socio-economic factors such as deprivation/low income.

Question 9:

Is it likely that there may be other sources of negative impacts affecting service users over the next three years that need to be considered? What might compound the negative effects of this proposal? Describe any additional negative impacts over time that could realistically occur.

- The economic climate, including the current housing market and unemployment could lead to a rise in homelessness. For example, re-possessions could increase which could lead to an increase in people declaring themselves homeless.
- Shortage of social housing and affordable housing in the private rented sector.
- Impact of Welfare Reforms

Question 10:

Will staff providing the service be affected by the proposal/proposed changes? If yes, which posts and in what way?

Staff will be affected. Senior staff are currently being reviewed in a Senior Management Review and a separate Equality Impact Assessment is being carried out as part of that review. There will be further staff reviews and Equality Impact Assessments will be carried out as part of the review process.

Date completed 1st November 2012

Step 2: Consultation on the proposal

Consulting potential service users on the proposal will provide you with an opportunity to collect information from them on the equality impacts they think may occur as a result of the proposed change, positive as well as negative. For negative impacts, this is an opportunity for them to identify how best to mitigate any negative impacts on them that they think may occur.

Question1:

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

Question 2:	
What potential impacts did consultation stakeholders identify?	
What positive equality imposts were identified? For poople with which protects	<u>ــــــــــــــــــــــــــــــــــــ</u>
What positive equality impacts were identified? For people with which protected characteristics?	u
What negative equality impacts were identified? For people with which protecte characteristics?	ed
Question 3:	
Did stakeholders indicate how positive impacts could be further promoted? How	w?
Did stakeholders indicate how negative impacts could be reduced or removed?	How?
Data a amulata d	
Date completed	

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

Change the Service)
Question 1: Has your recommended proposal changed from the proposal in Step 1 as a result of consultation and further consideration?
Yes □ No □ If 'no', go to Question 2.
If yes, describe the revised proposal and how it will affect current service users?
What are the equality implications of these changes? Identify the likely positive and negative impacts of the final proposal and the protected characteristic affected.
Go back to the initial exercise you carried out at the beginning, on understanding your equality profile. Re-visit each characteristic and what has changed as a result of amending your recommendation. Revise potential positive and negative equality impacts accordingly.
How can any negative impacts be reduced or removed?
Question 2: Are there any actions ⁵ required as a result of this EIA?
Yes □ No □

Step 4: Sign-off

If yes, complete the action plan on the next page.

Date completed

This EIA completed by	Name	Signature	Date
Lead officer	Helen Mcgarry	Helen Mcgarry	20.12.2012
Countersigned by	Gurjit Minhas	Gurjit Minhas	20.12.2012
Equalities Officer	-	-	
Signed off by	Ann Branson	Ann Branson	20.12.2012
Divisional Director			

Completion - Keep a copy for your records, and **send an electronic copy** of the completed and signed form to the <u>Corporate Equalities Lead</u> for audit purposes

⁵ Actions could include improving equality information collected or identifying the actions required to mitigate adverse impacts identified in the EIA.

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 2013

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, (countersigned by the equalities officer/finance officer and signed off by your Director) the equality officer will work with you to monitor this action plan.

Officers to contact: Corporate Equalities Lead/Corporate Resources and Support:

Irene Kszyk 296303

Adult Social Care, Health & Housing: Gurjit Minhas 298706

Children's Services: Sonya King 297738

City Development & Neighbourhoods: Daxa Patel 296674