

Report to Housing Scrutiny Commission

Date of Commission Meeting: 3rd February 2015

Provision of Temporary Accommodation for Teenage Parents

Useful information

Ward(s) affected: ALL

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1. Purpose of report

- 1.1 To inform Members of the Scrutiny Commission that The Homelessness Strategy 2013-2018 (adopted Summer 2013) identified that ten units of temporary accommodation for teenage parents facing homelessness would be adequate.
- 1.2 A review of the strategy in 2014 identified that the aims of the current strategy can be implemented and services enhanced by providing temporary accommodation for teenage parents in Border House Hostel where service users can have access to additional services including the Corner Club and Family Support Service.
- 1.3 It is the intention of the Executive that when the current contract with GAP comes to a natural end in July 2015, there is no need to re-tender the service for temporary accommodation for teenage parents.

2. Summary

2.1 The aims of the Homelessness Strategy 2013-2018 are as follows:

- Anyone at risk of homelessness is given advice and support to prevent this, whenever possible.
- When someone is homeless today, we aspire to assist them into appropriate accommodation, with support, and we will ensure that services are tailored to address their individual needs.
- We will implement 'No Second Night Out' to ensure that new rough sleepers will not sleep out for more than one night.
- Anyone who is homeless will be able to 'move-on' into appropriate accommodation.
- Anyone who is homeless will be able to access appropriate care services to meet their health and well-being needs.
- There are opportunities to access training, education, employment and enterprise initiatives

- 2.2 This report identifies the benefits to this particular client group of bringing the teenage parent provision in-house and managing the service by making use of the existing provision within Border House families' hostel.

- 2.3 The Family Support Service and the Corner Club, which are both based within Border House, will provide additional support to teenage parents.
- 2.4 Families will be placed into settled accommodation, where it is appropriate to do so, with support provided by either the Family Support Service or STAR.
- 2.5 This report identifies £65k savings without changing our current Homelessness Strategy 2013 – 2018.
- 2.6 The natural ending of the current contract with GAP will result in 15 units of accommodation returning to the general needs housing stock.

3. Report

3.1 Provision of support for homeless teenage parents

- a) The Housing Act 1996 Part VII sets out the statutory duties and provides the safety net to protect the most vulnerable when homeless. Teenage parents are a prescriptive group and therefore the Local Authority will always be under a duty to provide accommodation, when they have been assessed as homeless. This can initially be temporary accommodation to provide support and then move on in to independent settle accommodation. As part of the Homeless Strategy we continue to provide ongoing floating support where appropriate to help to sustain the move into independent accommodation.
- b) East Midlands Housing Association provides 10 units of support for teenage parents in council owned properties at the GAP project on Scalpay Close, Beaumont Leys. This contract comes to a natural end in July 2015 and cannot be extended any further without re-tendering the service. We have liaised with Education and Children's Services and their view is that whilst this client group will still require support, for some it will be appropriate for young parents to be placed in their own tenancy with wrap around support provided in localities through services such as those provided from Children's centres. Children's Services have confirmed that referrals have reduced for teenage parents to be placed in temporary accommodation. For clients that require support in temporary accommodation to help them prepare for their own tenancy, then when GAP is decommissioned at the end of the current contract, we will provide for the client group using existing generic internal temporary accommodation for families at Border House Hostel, which is well placed with the Corner Club adjacent, to support parents with young children. This option will improve services to teenage parents and make best use of existing services and save £65k in 2015/16.

3.2 The Homelessness Strategy 2013- 2018 recognises that long stays in temporary accommodation is not conducive to the needs of individuals. It further recognises that a more suitable solution is independent settled accommodation with support as required.

The generic accommodation at Border House family hostel lends itself to supporting teenage parents, the support can be adjusted as the individual progresses to the level required to take on an independent tenancy with support as necessary. The vacancy rate at Border House hostel fluctuates depending on the size of families placed. The vacancy rate from April 2014 to September 2014 averaged 10% and would therefore have been able to meet the needs of homelessness teenage parents. Also, there has only been one night in the last quarter (October – December) where there hasn't been a vacancy at Border House hostel.

3.3 Border House has self-contained units of accommodation and is very flexible. Teenage parents can be allocated accommodation in small clusters in shared or sole occupation units dependant on the individual case. Border House has two flats on the main site that is aside from the main hostel and could be well utilised by this client group. There is a key fob gated area that is suitable for pushchairs and prams, the units have a small patch of garden and are adjacent to the Corner Club. If the numbers were higher there is flexibility within the project and it is envisaged that this client group would welcome the support of each other as well as staff. The project is staffed 24 hours with on-site staff overnight, and although at rest will respond to service users.

3.4 The Corner Club is situated at Border House and provides a safe, secure and welcoming environment for families staying at Border House as well as the wider community. Staffed by The Family Support Service, the club offers a range of activities and sessional events to the parents and children of Border House, these include Play and Stay, a group where parents are encouraged to stay with their children to play as well as a crèche service, where parents may leave their children with suitably qualified staff. The Corner Club is Ofsted registered and receives regular inspections and accreditation. All activities and quotas are within Ofsted regulations.

3.5 The Family Support Service at The Corner Club, is part of STAR, is a specialist service offering a wide range of support to both Adults and Children. The team are there to provide specialist family support as well as signposting to other services such, Doctor, Dentist, Midwife, Specialist Midwife and Health Visitor services. The team have well established links with Professor Panos Vostanis and his team at Westcotes Health Centre that offer psychology and psychiatry services to Children.

3.6 The team are attached to each family and a named family support worker that will specifically work with the individual is assigned to each family unit, this is in addition to the support provided by Border House staff which is mainly housing related. The team are able to work with the families once they are rehoused into the wider community and there is no fixed time limit as to how long the support can be provided. This gives a continuity of support.

4. Accommodation used by current provider

- 4.1 As part of the Homelessness Strategy 2013 – 2018 we identified the need for 10 units of accommodation based support for teenage parents. The contract with GAP was already an existing contract for 14 units. By agreement this was reduced to 10 units with referrals being made through the Single Access and Referral Point (SAR). Although GAP retained 15 units, we only have access to 10 units, with the remaining 4 being used by GAP for tenants they have identified themselves. GAP has in total 15 units that they lease from LCC (the original 14 units plus one they use as an office); 12 x 1bed and 3 x 2 bed flats. The flats will all be returned to general needs housing at the end of the current contract.
- 4.2 At 1st October 2014 there were 4673 applicants on the Housing Register waiting for 1 bedroom accommodation and 3306 waiting for 2 bedroom accommodation.

5. Transitional Arrangements / Decommissioning

- 5.1 A date will be agreed with the GAP when referrals to the scheme will cease and any new cases will be placed in Border House hostel. Work has already commenced to further explore the housing options of the remaining occupants, including moving into settled accommodation, as part of the decommissioning plan.

6. Under 18 Conception Rates (Rates per 1,000)

- 6.1 The table below shows the under 18 conception rates per 1,000 for England and how Leicester compares for the years 2009 – 2012. The numbers are decreasing year on year for 15 – 17 year olds. The data is always in arrears as it takes in excess of 14 months to be released by the Office of National Statistics.

6.2

	2009	2010	2011	2012
13-15 year olds				
England	7.3	6.7	6.1	5.6
Leicester	5.6	7.9	5.1	6.4
15-17 year olds				
England	49.6	45.5	47.0	35.4
Leicester	28.6	26.00	22.3	22.4

Source: Public Health Leicester

7. Financial, legal and other implications

7.1 Financial implications

- 7.1.2 By not re-tendering the teenage parent provision and bringing the service in-house will save £65k per year from 2016/17 onwards with an in year saving of £43k for 2015/16.

Peter Coles, Principal Accountant. Ext 374077

7.2 Legal implications

- 7.2.1 The Housing Division has received advice on consultation, prior to the Executive's decisions on Homelessness Spending on 30 September 2014. The current contract with GAP is a specific (call-off) contract awarded under a framework agreement. This framework agreement ended on 30 June 2013, following the maximum four-year term that is permitted. The current contract with GAP was entered on 28 June 2013 for a term of two years. This term was the same as for previous contracts that had been placed because a longer period could have represented a contract of disproportionate duration, an abuse of the Public Contracts Regulations 2006 and a distortion of competition. It is no longer possible to award a specific contract under this framework agreement because its term has expired.

Greg Surtees, Solicitor, Commercial, Contracts & Capital Team, Legal Services. Ext 37 1421

7.3 Climate Change and Carbon Reduction implications

- 7.3.1 There are no climate change implications associated with the recommendations in this report.

Louise Buckley, Graduate Project Officer (Climate Change), Ext 37 2293

7.4 Equalities Implications

- 7.4.1 The two main issues for consideration are: whether the proposal provides sufficient temporary accommodation units for teenage parents to meet current and forecast demand, and whether the alternative proposed provision will continue to meet their specific needs. The analysis of under 16 and under 18 conception trends shows a drop in rates since 2009 with a slight local increase in 2012. If local trends continue to reflect the national trend for decreasing rates then there is likely to be sufficient provision of targeted temporary accommodation for teenage parents. In terms of needs being met, the alternative provision will provide the same level of support at the ending GAP provision. The proximity of the alternative provision to various family support services will have the added benefit of providing more direct and immediate access to these facilities for the young families. Therefore there are no anticipated negative impacts arising from the proposal. The main

protected characteristics for this group of service users is age and pregnancy and maternity.

Irene Kszyk, Corporate Equalities Lead, Ext 37 4147.

Equality Impact Assessment for Service changes / Budget proposals



WHAT IS AN EIA?

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. This EIA form is for use in two circumstances (service changes and budget proposals):-

- (a) 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.
- (b) 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.

The EIA template has a series of questions that you need to answer in order to identify any positive or negative equality impacts arising from the work you are doing. If there are negative impacts, this does not mean we cannot go ahead. Decision makers must have “due regard” to the findings and consider (if they do decide to go ahead) whether any mitigating actions can be taken to address negative impacts.

WHY IS AN EIA REQUIRED?

An EIA helps us assess whether we are meeting our public sector equality duty: eliminating discrimination and promoting equality of opportunity.

For example: Providing equality of access to services or other opportunities (such as employment related issues) because of barriers some groups may experience which may not be in place for others (language, information, or location).

The action plan identifies what steps we can reasonably take as a consequence of the EIA findings.

An EIA also enables us to identify where we do not have the data or information necessary to equality impact a decision. The EIA action plan enables us to map out how and when this data gap will be addressed.

WHEN DO WE NEED AN EIA?

The first thing to do is to assess whether there is any equality impact. This can be done by filling in a **screening questionnaire** as soon as you start your project/report. Answer the screening questions in order to determine whether an EIA is needed.

HOW IS AN EIA CARRIED OUT?

Before you start: If you are not sure whether you need to do an EIA, fill in the screening questionnaire to determine whether you need to complete one. The screening questionnaire is not obligatory, but will help.

What to do: When an EIA is required:

Step 1 The proposal

This part is at the start of the planning process. It sets out the service user profile, the proposed change to the service, and potential equality impacts arising as a result of the proposal.

Step 2 Consultation

This part highlights the outcome of consultation with service stakeholders about the service change proposal and likely equality impacts.

Step 3 The recommendation

The final part of the EIA identifies any changes made to the original proposal in Step 2 as a result of consultation and further consideration.

Completing the form requires you to consider the impact on **service users**, with the exception of a single question about staff. In order to assess the equality impact of staffing changes, complete the separate **EIA template for organisational reviews** which presents the 'before' and 'after' staff profiles of services affected.

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.

Equality Impact Assessment: Teen Parent Provision

(Homelessness Spending Review Proposals 2014/15)

Name of service	Re-provision of support for teenage parents
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Lead officer and Contact details	Martin Clewlow Martin.clewlow@leicester.gov.uk
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List of other(s) involved	Equality officer: Irene Kszyk Finance officer: Peter Coles Ann Branson Caroline Carpendale Nicola Wilmot
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What is this EIA about?

(Please tick✓)

Budget proposal for existing service or service contract to achieve savings	<input checked="" type="checkbox"/>
Budget proposal for new or additional service expenditure	<input type="checkbox"/>
Commissioning a new service or service contract	<input type="checkbox"/>
Changing or removing an existing service or service contract	<input type="checkbox"/>

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

Question 1:

What is the proposal/proposed change? Re-provision of support for teenage parents - Currently 10 units of support is commissioned from East Midlands Housing Association at the Gap project. The current contract for Gap is coming to an end in July 2015. It is proposed that once this contract ends, no further teenage parent provision is procured. Instead we will provide for teenage parents using existing generic internal temporary accommodation for families at Border House hostel. This option would still meet the needs of teenage parents and make best use of existing services.
Who will it affect and how will they likely be affected? This will affect teenage parents who will need this type of support, in future they will receive support from an in- house generic hostel instead of an external provider, the number of people affected will be quite small as referrals from Children's Services for this type of provision are low. Current clients will be affected and will be offered settled accommodation

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.

where possible with support. External providers of this type of service will be affected as a future contact will no longer be available for them to tender for.

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 service users in GAP from 1st April 2014 to 30th September 2014.

Age	Number of people	% of people
16-17	2	12%
18-19	6	35%
20+	9	53%

Ethnicity	Number of people	% of people
Asian Ethnic Origin		
Black Ethnic Origin		
Mixed/dual Heritage Ethnic Origin	1	6%
White Ethnic Origin	12	71%
Other Ethnic Origin		
Ethnic Origin Not Given/Unknown	4	23%

Disability	Number of people	% of people
Yes	1	6%
No	3	18%
Not known	13	76%

Religion	Number of people	% of people
Any Other Religion		
Buddhist		
Christian	3	18%

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.

Do not wish to disclose		
Hindu		
Muslim		
None	8	47%
Not known	6	35%
Sikh		
Sexual Orientation	Number of people	% of people
Bisexual		
Do not wish to close	4	24%
Gay man		
Heterosexual	13	76%
Lesbian		
Transgender	Number of people	% of people
Do not wish to close		
Don't Know	15	88%
No	2	12%
Yes		

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

No we do not anticipate any changes to the services user profile. Services will still be offered to people determined to be in need. We will monitor the service user profile after implementation of the proposals to ensure that people who have protected characteristics are not disproportionately affected by any of the proposed changes.

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), 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	We currently provide services targeted at young people and teenage parents and we propose to continue to do so. Specifications for services aim to meet the needs of young people and support them into independent settled accommodation.

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.

Disability	Those teen parents or expectant teen parents leaving care with disabilities may require additional support to become independent. Also those teen parents with mental health issues may have specific needs that need to be addressed by services.
Gender reassignment	We currently aim to ensure services are sensitive and meet the needs of people going through gender reassignment and we propose to continue to do so.
Pregnancy and maternity	Services we currently provide meet the needs of pre and post natal women and we will continue to do so.
Race	<p>People from different cultural backgrounds need to be able to access information, and advice if necessary, on the assistance available to them (in other languages if necessary). Services should continue to be culturally sensitive to the needs of people from different backgrounds.</p> <p>We currently aim to ensure that we meet the needs of people from all ethnicities including the language needs of people and we propose to continue to do so.</p>
Religion or belief	<p>We are aware of the religious needs of different groups, including the preference for women only services.</p> <p>We currently ensure that we meet the needs of people from a variety of religious backgrounds and we propose to continue to do.</p>
Sex (gender)	<p>Some women may prefer women only services.</p> <p>We currently aim to ensure that we meet the needs of men and women and we propose to continue to do so</p>
Sexual orientation	We currently ensure services are sensitive and meet the needs of people in respect to their sexual orientation, we propose to continue to do so.

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		✓		
Disability		✓		
Gender reassignment		✓		
Pregnancy and maternity		✓		
Race		✓		
Religion or belief		✓		
Sex (gender)		✓		
Sexual orientation		✓		

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).

³ 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.

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.

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?

Teenage parents will continue to receive the same level of support through the internal provision and will have better access to the Family Support Service and the Corner Club at Border House. This includes specialist midwife provision and health visiting services.

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?

N/A

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

N/A

Question 6:

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

- Information from clients and other stakeholders from previous consultation that took place on the Homelessness Strategy 2013-2018.
- Information from clients and other stakeholders that took part in the Repeat Homelessness Research
- Director of Housing and officers
- External Consultant
- Children's Services.

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. Consultation and information gathered during the development of the Homelessness Strategy.

The Housing Register, data on people requesting temporary accommodation, monitoring data from those receiving a service.

Information provided by Children's Services

Information provided by the Housing Options Service.

Supplementary information**Question 7:**

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

The only comparable alternative is the 10 units of support that is commissioned from East Midlands Housing Association at the Gap project. The current contract for Gap is coming to an end in July 2015.

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

No:
The current service will end in July 2015.

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

N/A

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?

No.

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 move on for this client group will be independent tenancies with support, as the majority of the required accommodation will be a two bedroom need, the length of stay in temporary accommodation could be longer than those with a one or three bedroomed need, and this is due to the high demand of the properties that are in short supply.

Question 10:

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

No affect.

Date completed 16th December 2014.

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?**

On the information available I would advise that consultation would not be necessary owing to the amount of stakeholders over the last year in relation to the specialist teenage parent's provision.

Melanie Golding, Barrister/Solicitor. Ext 371423

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.

Question 2:

What potential impacts did consultation stakeholders identify?
See legal advice above.
What positive equality impacts were identified? For people with which protected characteristics?
N/A
What negative equality impacts were identified? For people with which protected characteristics?
N/A

Question 3:

Did stakeholders indicate how positive impacts could be further promoted? How?
N/A
Did stakeholders indicate how negative impacts could be reduced or removed? How?
N/A

Date completed 16th December 2014.

Step 3: The recommendation (the recommended decision on how to 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 actions⁵ required as a result of this EIA?

Yes No

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

Date completed 16th December 2014

Step 4: Sign-off

This EIA completed by	Name	Signature	Date
Lead officer	Martin Clewlow		17.12.2014
Countersigned by Equalities Officer			
Signed off by Divisional Director			

Completion - Keep a copy for your records, and **send an electronic copy** of the completed and signed form to the [Corporate Equalities Lead](#) for audit purposes

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

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.

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	29 6303
Adult Social Care, Health & Housing:	Gurjit Minhas	29 8706
Children's Services:	Sonya King	29 7738
City Development & Neighbourhoods:	Daxa Patel	29 6674

NB Any Actions you identify through completing this EIA, you must add to the Action Plan at the end.