

## Equality Impact Assessment (EIA) Template: Service Reviews/Service Changes

Title of spending review/service change/proposal	Homeless Services
Name of division/service	Housing
Name of lead officer completing this assessment	Helen McGarry
Date EIA assessment completed	28 <sup>th</sup> October 2016
Decision maker	City Mayor
Date decision taken	

EIA sign off on completion:	Signature	Date
Lead officer	Caroline Carpendale	
Equalities officer	Irene Kszyk	
Divisional director	Chris Burgin	

**Please ensure the following:**

- (a) That the document is understandable to a reader who has not read any other documents, and explains (on its own) how the Public Sector Equality Duty is met. This does not need to be lengthy, but must be complete.

- (b) That available support information and data is identified and where it can be found. Also be clear about highlighting gaps in existing data or evidence that you hold, and how you have sought to address these knowledge gaps.
- (c) That the equality impacts are capable of aggregation with those of other EIAs to identify the cumulative impact of all service changes made by the council on different groups of people.

### **1. Setting the context**

Describe the proposal, the reasons it is being made, and the intended change or outcome. Will current service users' needs continue to be met?

The Monitoring the Homelessness Strategy (24 months) report is proposing changes to some homeless services currently funded by the City Council. The reason these are being made is to contribute towards the overall savings the council needs to make over the next 2 – 3 years.

These proposals are:

- to reduce the Council's supply of supported housing for single people and couples by 60 units.
- a reduction in the number of offender accommodation units we commission from 30 to 15.
- to review how support is provided to service users at the Dawn Centre and Border House, which are accommodation based support services. It is proposed that the landlord function of the Dawn Centre and Border House are separated out
- to end the grant subsidy for Leicestershire Cares, which provides people in temporary accommodation with employment support.
- to end the grant subsidy for the Centre Project, which provides a day centre for people at risk of homelessness.
- To discontinue the one-off grant subsidy to One Roof, Leicester befriending scheme.

The main service needs of service users is to be provided with support to prevent them from becoming homeless or to be

provided with temporary accommodation, with support, to help homeless people achieve independent living. Service users affected by the proposals will be assessed to establish their current needs. For those in temporary accommodation will seek to move people into independent accommodation with floating support, if necessary. For those receiving specific offender floating support we will assess current needs and if support needs to continue we will provide this through our generic floating support services. For those grant funded services service users will be able to access the day centre at the Dawn Centre to receive ongoing support.

Current service users should not be affected by the proposals to review how support is provided to service users at the Dawn Centre and Border House. There are no proposals to reduce the bed spaces at these services so the same number of people will be able to access these. Also, there is no proposal to reduce the level of support provided, just a review of who should provide the landlord and support function.

## 2. Equality implications/obligations

Which aims of the Public Sector Equality Duty (PSED) are likely be relevant to the proposal? In this question, consider both the current service and the proposed changes.

	<b>Is this a relevant consideration? What issues could arise?</b>
<p><b>Eliminate unlawful discrimination, harassment and victimisation</b> How does the proposal/service ensure that there is no barrier or disproportionate impact for anyone with a particular protected characteristic</p>	<p>For this equality impact assessment no significant impacts have been identified</p>

<p><b>Advance equality of opportunity between different groups</b> How does the proposal/service ensure that its intended outcomes promote equality of opportunity for users? Identify inequalities faced by those with specific protected characteristic(s).</p>	<p>An eligibility criteria is in place for people accessing temporary accommodation and floating support services and this will continue. This ensures that those people most in need of support can access services.</p>
<p><b>Foster good relations between different groups</b> Does the service contribute to good relations or to broader community cohesion objectives? How does it achieve this aim?</p>	<p>Support provided to homeless people and those facing homelessness helps to develop skills to live independently in their own homes. This includes integration into the community, taking part in leisure activities and support to find education, training or employment</p>

<p><b>3. Who is affected?</b></p> <p>Outline who could be affected, and how they could be affected by the proposal/service change. Include current service users and those who could benefit from but do not currently access the service.</p>
<p><b>LCC supported housing</b> – the service works on the principle of service users remaining in temporary accommodation for an average of 4 months. In general this means 180 homeless people per year could be affected by the proposal to reduce this type of accommodation by 60 units. The people currently living in this accommodation may be affected by this proposal because they will have to find alternative accommodation. This service is used to accommodation single people and couples.</p> <p><b>Offender accommodation</b> – The contract with the commissioned provider states that in general service users will remain in temporary accommodation for an average of 4 months. There are currently 30 units of this type of accommodation. The proposal means that in general 45 people per year could be affected by the proposal to reduce the number of this type of accommodation. 15 people currently living in this accommodation may be affected by this proposal because they will have to find alternative accommodation. This service is used to support single people.</p>

**Offender floating support** – The contract with the commissioned provider states that in general service users will be provided with support for up to 6 months. 42 people are commissioned to receive support at any one time. In general this means 84 people could be affected by the proposals to stop providing this specialised service. This service is used generally to support single people. Alternative support may need to be found for existing service users if this was still needed.

**Dawn Centre and Border House** – The Dawn Centre provides temporary accommodation for homeless singles and couples, while the Dawn Centre provides temporary accommodation for families. The current proposal is to carry out a review of how support is provided at these services, which would not impact on any service user, current or in the near future. When the review has been completed a further EIA will need to be completed to identify any impact for proposals resulting from the review.

**Leicestershire Cares** – Leicestershire Cares is grant funded by the council to provide support for people in temporary accommodation to find employment, training or work experience. The funding is given to support 35 people at any one time and this tends to be for single people. If the proposals are agreed support would need to be found from other agencies, where necessary, for the current clients and those who may have accessed the service in the future.

**Centre Project** – The Centre Project is grant funded by the council to provide a drop in centre for people who are homeless or threatened by homeless. The funding is given to provide this service 3 afternoons a week, with a target of supporting 35 service users per week. The service provides advice and activities to support people to live independently, maintain their own accommodation and prevent homelessness. If the proposals are agreed support would need to be found from other agencies, where necessary, for the current clients and those who may have accessed the service in the future. The main users of the service are those people who face social isolation.

**One Roof (Leicester)** – The Centre Project is grant funded by the council to provide a be-friending scheme to those people threatened with homelessness and are socially isolated. This tends to be single people, who could be impacted by the proposals.

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, within scope of the proposals, will be effected if services are de-commissioned. Internal LCC staff working in in the supported housing service will

be affected if the proposals are implemented following the consultation process. External providers that may be effected are:

- Adullam Housing Association
- Home Group Limited (Stoneham)
- Centre Project
- Leicestershire Cares
- One Roof (Leicester)
- NACRO

Temporary accommodation will continue to be provided for statutory households and to some other client groups who meet our eligibility criteria for temporary accommodation. We anticipate the biggest impact will be on single people.

Generic floating support will continue to be provided to people to prevent homelessness, decisions about who receives floating support will continue, based on a persons assessment against the council's eligibility service.

The impact of the temporary accommodation and floating support proposals will be dependent on whether a service user meets the council's eligibility criteria, rather than any protected characteristic.

Service users who would have accessed support from the grant funded services will be able to receive support from the day centre based at the Dawn Centre.

#### **4. Information used to inform the equality impact assessment**

What **data, research, or trend analysis** have you used? Describe how you have got your information and what it tells you. Are there any gaps or limitations in the information you currently hold, and how you have sought to address this, e.g. proxy data,

national trends, etc.

Service user profiling information has been collated from client record forms, which services complete when support begins for each individual. This information is comprehensive and includes profiling data on age, disability, ethnic origin, religion, gender, sexual orientation, mental health and drug and alcohol issues. The information that is not available relates to gender re-assignment, marriage and civil partnership, pregnancy and maternity. Although we do not have some of this data we do know that some services are specifically for single people and couples (offender accommodation, supported housing, Dawn Centre), while others are for families (Border House).

From the data available, as an overview, the proposals will have the biggest impact on people with an age of between 26 and 40, a white ethnic origin, men and people with a mental health disability.

Profiling information for clients who started their support from services effected during 2015 / 16 is provided at the end of this EIA.

## 5. Consultation

What **consultation** have you undertaken about the proposal with current service users, potential users and other stakeholders? What did they say about:

- What is important to them regarding the current service?
- How does (or could) the service meet their needs?
- How will they be affected by the proposal? What potential impacts did they identify because of their protected characteristic(s)?
- Did they identify any potential barriers they may face in accessing services/other opportunities that meet their needs?

A public consultation took place on the proposals between the 14<sup>th</sup> September 2016 and the 12<sup>th</sup> October 2016. The focus of the consultation was to establish whether people thought there would be an impact from these proposals and if so, what would these be. The consultation included an on-line survey on the council's consultation page of the website, for which 200 responses were received; a workshop with the Homeless Reference Group, this comprises of people with an interest in providing homeless

services in the city; providers were asked to encourage their current service users to complete the on-line survey or hard copies of the survey were provided; key stakeholders, such as Probation; officers within the council, who could be effected by the proposals, were also asked for their comments.

For each of the proposals the majority of people responding to the consultation stated it would have a negative impact (see consultation response report). In particular the following potential impacts were identified by people responding to the consultation:

- In future it would be more difficult for single men to access supported housing.
- People with a disability would receive less support.
- There would be an increase in homelessness and rough sleeping amongst single people.
- The health of people with a mental health disability would deteriorate.
- Offenders leaving prison would find it harder to secure accommodation on their release, which would lead to greater re-offending
- Vulnerable people, particularly those with learning difficulties and mental health issues would face further social isolation.

Several comments were received about ending the grant funding to the Centre Project, stating the people currently using this service faced a barrier to accessing the alternative day centre at the Dawn Centre. It was felt that these people would not want to go to the Dawn Centre to receive support.



## 6. Potential equality Impact

Based on your understanding of the service area, any specific evidence you may have on service users and potential service users, and the findings of any consultation you have undertaken, use the table below to explain which individuals or community groups are likely to be affected by the proposal because of their protected characteristic(s). Describe what the impact is likely to be, how significant that impact is for individual or group well-being, and what mitigating actions can be taken to reduce or remove negative impacts.

Looking at potential impacts from a different perspective, this section also asks you to consider whether any other particular groups, especially vulnerable groups, are likely to be affected by the proposal. List the relevant that may be affected, along with their likely impact, potential risks and mitigating actions that would reduce or remove any negative impacts. These groups do not have to be defined by their protected characteristic(s).

<b>Protected characteristics</b>	<b>Impact of proposal:</b> Describe the likely impact of the proposal on people because of their protected characteristic and how they may be affected. Why is this protected characteristic relevant to the proposal? How does the protected characteristic determine/shape the potential impact of the proposal?	<b>Risk of negative impact:</b> How likely is it that people with this protected characteristic will be negatively affected? How great will that impact be on their well-being? What will determine who will be negatively affected?	<b>Mitigating actions:</b> For negative impacts, what mitigating actions can be taken to reduce or remove this impact? These should be included in the action plan at the end of this EIA.
<b>Age<sup>1</sup></b>	51% (444) of people using the services within the proposals were between 26 and 40 years	Possible, low risk  As there is to be a reduction in	The council has a statutory duty to provide temporary accommodation for homeless families and

<sup>1</sup> Age: Indicate which age group is most affected, either specify general age group - children, young people working age people or older people or specific age bands

	<p>old during 2015 / 16, with a further 29% (248) between 41 and 65. It is therefore likely that these age groups will be most affected by the proposals. This could mean less opportunity to access supported accommodation and those requiring offender accommodation. This in turn could lead to an increase in homelessness and re-offending</p>	<p>the number of temporary accommodation and specific floating support places for offenders it is possible that fewer people will be able to access these services or there are delays in being able to receive services. However, it is a low risk as eligibility criteria's are in place to ensure those most vulnerable continue to receive services. It is also a low risk because support can be provided from the day centre at the Dawn Centre.</p>	<p>vulnerable single people and couples. Therefore support for these people will continue. For those people that don't meet this statutory duty there is an eligibility criteria in place for temporary accommodation and floating support services. This means that those most vulnerable will continue to be provided with temporary accommodation and floating support services. The eligibility criteria is based on the needs of an individual rather than a particular protected characteristic The Housing Options Service provides advice and support for other people to access accommodation in the private sector and signpost to other agencies for support. Unemployed homeless people will still be able to gain support from the Job Centre to get them into work, education and training. Current and future users of the Centre Project and the One Roof befriending scheme will be able to access support from the Y Advice day centre based at the Dawn Centre. This has an open door policy from where any homeless</p>
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			person or those threatened with homelessness can access support.
<b>Disability<sup>2</sup></b>	202 people accessing the services within the proposals stated they had a disability, with 67% (137) stating this was related to mental health issues. This could mean less opportunity to access supported accommodation and those requiring offender accommodation. This could lead to an increase in homelessness and re-offending	Possible, low risk  As above	As above
<b>Gender Reassignment<sup>3</sup></b>	We have no data related to gender re-assignment so it is unknown what the potential impact would be or the numbers effected by the proposal	Possible, low risk  As above	As above
<b>Marriage and Civil Partnership</b>	We have no data related to gender re-assignment so it is unknown what the potential impact would be or the numbers effected by the proposal	Possible, low risk	As above
<b>Pregnancy and</b>	We have no data related to	Unlikely, low risk	The council has a statutory duty to

<sup>2</sup> Disability: if specific impairments are affected by the proposal, specify which these are. Our standard categories are on our equality monitoring form – physical impairment, sensory impairment, mental health condition, learning disability, long standing illness or health condition.

<sup>3</sup> Gender reassignment: indicate whether the proposal has potential impact on trans men or trans women, and if so, which group is affected.

<b>Maternity</b>	pregnancy and maternity. However, the council has a statutory duty to provide temporary accommodation to homeless families which is provided at Border House. A further EIA will need to be completed following the review of the support provided here to assess the impact of any future proposals. Families will also be able to continue to receiving floating support from the generic services, which are not affected by these proposals	The impact is unlikely and risk low because we have a statutory duty to provide temporary accommodation to homeless families. Also, generic floating support is not affected by these proposals	provide temporary accommodation for homeless families. This is provided at Border House. Where there are no vacancies at this provision the council has the option to use bed and breakfast establishments. There is an eligibility criteria in place for floating support to ensure those most in need receive services.
<b>Race<sup>4</sup></b>	61% (534) of people accessing services within the proposals during 2015 / 16 were of a white British background. This could mean less opportunity to access supported accommodation and those requiring offender accommodation. This could lead to an increase in homelessness and re-offending	Possible, low risk  As there is to be a reduction in the number of temporary accommodation and specific floating support places for offenders it is possible that fewer people will be able to access these services or there are delays in being able to receive services. However, it is a low risk as	The council has a statutory duty to provide temporary accommodation for homeless families and vulnerable single people and couples. Therefore support for these people will continue. For those people that don't meet this statutory duty there is an eligibility criteria in place for temporary accommodation and floating support services. This means that

<sup>4</sup> Race: given the city's racial diversity it is useful that we collect information on which racial groups are affected by the proposal. Our equalities monitoring form follows ONS general census categories and uses broad categories in the first instance with the opportunity to identify more specific racial groups such as Gypsies/Travellers. Use the most relevant classification for the proposal.

		eligibility criteria's are in place to ensure those most vulnerable continue to receive services. It is also a low risk because support can be provided from the day centre at the Dawn Centre.	those most vulnerable will continue to be provided with temporary accommodation and floating support services. The eligibility criteria is based on the needs of an individual rather than a particular protected characteristic The Housing Options Service provides advice and support for other people to access accommodation in the private sector and signpost to other agencies for support. Unemployed homeless people will still be able to gain support from the Job Centre to get them into work, education and training. Current and future users of the Centre Project and the One Roof befriending scheme will be able to access support from the Y Advice day centre based at the Dawn Centre. This has an open door policy from where any homeless person or those threatened with homelessness can access support.
<b>Religion or Belief</b> 5	45% of people accessing services within the proposals	Possible. Low risk	<b>As above</b>

<sup>5</sup> Religion or Belief: If specific religious or faith groups are affected by the proposal, our equalities monitoring form sets out categories reflective of the city's population. Given the diversity of the city there is always scope to include any group that is not listed.

	during 2015 / 16 stated they had no religion. 27% (235) stated their religion was Christian. This could mean less opportunity to access supported accommodation and those requiring offender accommodation. This could lead to an increase in homelessness and re-offending	As above	
<b>Sex<sup>6</sup></b>	65% of people accessing services within the proposals in 2015 / 16 were men. This could mean less opportunity to access supported accommodation and those requiring offender accommodation. This could lead to an increase in homelessness and re-offending	Possible, low risk  As above	As above
<b>Sexual Orientation<sup>7</sup></b>	92% (804) of people accessing services within the proposals in 2015 / 16 were heterosexual. This could mean less opportunity to access supported accommodation and those	Possible, low risk  As above	As above

<sup>6</sup> Sex: Indicate whether this has potential impact on either males or females

<sup>7</sup> Sexual Orientation: It is important to remember when considering the potential impact of the proposal on LGBT communities, that they are each separate communities with differing needs. Lesbian, gay, bisexual and transgender people should be considered separately and not as one group. The gender reassignment category above considers the needs of trans men and trans women.

	<p>requiring offender accommodation. This could lead to an increase in homelessness and re-offending</p>		
<p><b>Summarise why the protected characteristics you have commented on, are relevant to the proposal?</b></p> <p>All protected characteristics have been commented on because the proposals will impact on all current homeless people and future homeless people. From the data we have available the impact will be greatest for single people between the ages of 26 – 40, people with a mental health disability, from a white British background, with no religion or a Christian belief, men and heterosexuals.</p> <p><b>Summarise why the protected characteristics you have not commented on, are not relevant to the proposal?</b></p> <p>N/A</p>			

<p><b>Other groups</b></p>	<p><b>Impact of proposal:</b> Describe the likely impact of the proposal on children in poverty or any other people who we consider to be vulnerable. List any vulnerable groups likely to be affected. Will their needs continue to be met? What issues will affect their take up of services/other opportunities that meet their needs/address inequalities they face?</p>	<p><b>Risk of negative impact:</b> How likely is it that this group of people will be negatively affected? How great will that impact be on their well-being? What will determine who will be negatively affected?</p>	<p><b>Mitigating actions:</b> For negative impacts, what mitigating actions can be taken to reduce or remove this impact for this vulnerable group of people? These should be included in the action plan at the end of this EIA.</p>
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<p><b>Children in poverty</b></p>	<p>Children of homeless families or those threatened with homelessness are likely to be living in poverty. The council has a statutory duty to provide temporary accommodation to homeless families which is provided at Border House. A further EIA will need to be completed following the review of the support provided here to assess the impact of any future proposals. Families will also be able to continue to receiving floating support from the generic services, which are not affected by these proposals</p>	<p>Unlikely, low risk</p> <p>The impact is unlikely and risk low because we have a statutory duty to provide temporary accommodation to homeless families. Also, generic floating support is not affected by these proposals</p>	<p>The council has a statutory duty to provide temporary accommodation for homeless families. This is provided at Border House. Where there are no vacancies at this provision the council has the option to use bed and breakfast establishments. There is an eligibility criteria in place for floating support to ensure those most in need receive services.</p>
<p><b>Other vulnerable groups – offenders and ex-offenders</b></p>	<p>During 2015 / 16 111 offenders or ex-offenders were provided with temporary accommodation in the specific offender provision. A further 59 people received support from the specific floating support service for offenders. The proposals could impact on this group of people as the number of temporary accommodation units is proposed to be reduced from 30 to 15 and it is proposed the funding for the specific floating support service is</p>	<p>Possible, low risk</p> <p>As there is to be a reduction in the number of temporary accommodation and specific floating support places for offenders it is possible that fewer people will be able to access these services or there are delays in being able to receive services. However, it is a low risk as eligibility criteria's are in place to ensure those most vulnerable continue to receive services. It is</p>	<p>The Council has a duty to co-operate with probation services to support homeless offenders and ex-offenders. Some specific offender accommodation will be available for those people posing a high risk and alternative temporary accommodation is available for lower risk people in the generic provision. Offenders will also be able to access floating support from the generic floating support services.</p>



	<p>to end. This could result in delays accessing services for these people or lead to great homelessness and re-offending</p>	<p>also a low risk because support can be provided from the day centre at the Dawn Centre.</p>	<p>The council has a statutory duty to provide temporary accommodation for homeless families and vulnerable single people and couples. Therefore support for these people will continue. For those people that don't meet this statutory duty there is an eligibility criteria in place for temporary accommodation and floating support services. This means that those most vulnerable will continue to be provided with temporary accommodation and floating support services. The eligibility criteria is based on the needs of an individual rather than a particular protected characteristic The Housing Options Service provides advice and support for other people to access accommodation in the private sector and signpost to other agencies for support. Unemployed homeless people will still be able to gain support from the Job Centre to get them into work, education and training. Current and future users of the Centre Project and the One Roof befriending scheme will be able to access support from the Y Advice</p>
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			day centre based at the Dawn Centre. This has an open door policy from where any homeless person or those threatened with homelessness can access support.
<b>Other vulnerable groups – people with drug and alcohol issues</b>	28% of all people accessing services within the proposals during 2015 / 16 stated they had a drug and / or an alcohol problem. The proposals could mean that there could be delays for these people accessing temporary accommodation or floating support services. As a result of this there could be a rise in homelessness for this group, rough sleeping, street drinking, crime and general anti social behaviour	Possible, low risk  As the number of homeless services are being reduced it is possible that this group will be impacted upon. However, it is a low risk as eligibility criteria's are in place to ensure those most vulnerable continue to receive services. It is also a low risk because support can be provided from the day centre at the Dawn Centre.	The council has a statutory duty to provide temporary accommodation for homeless families and vulnerable single people and couples. Therefore support for these people will continue. For those people that don't meet this statutory duty there is an eligibility criteria in place for temporary accommodation and floating support services. This means that those most vulnerable will continue to be provided with temporary accommodation and floating support services. The eligibility criteria is based on the needs of an individual rather than a particular protected characteristic The Housing Options Service provides advice and support for other people to access accommodation in the private sector and signpost to other agencies for support. Unemployed homeless people will still be able to gain support from the Job Centre to get them into

		<p>work, education and training. Current and future users of the Centre Project and the One Roof befriending scheme will be able to access support from the Y Advice day centre based at the Dawn Centre. This has an open door policy from where any homeless person or those threatened with homelessness can access support.</p>
<p><b>7. Other sources of potential negative impacts</b>          Are there any other potential negative impacts external to the service that could further disadvantage service users over the next three years that should be considered? For example, these could include: other proposed changes to council services that would affect the same group of service users; Government policies or proposed changes to current provision by public agencies (such as new benefit arrangements) that would negatively affect residents; external economic impacts such as an economic downturn.</p>		
<p>Reduced funding from Central Government will require further savings from homeless services in the coming years. A review of the Homeless Strategy is to take place during 2017 and further changes to the funding of homeless services in the city may be identified through this.</p>		
<p><b>8. Monitoring Impact</b>          You will need to ensure that monitoring systems are established to check for impact on the protected characteristics and human rights after the decision has been implemented. Describe the systems which are set up to:</p> <ul style="list-style-type: none"> <li>▪ monitor impact (positive and negative, intended and unintended) for different groups</li> <li>▪ monitor barriers for different groups</li> <li>▪ enable open feedback and suggestions from different communities</li> <li>▪ ensure that the EIA action plan (below) is delivered.</li> </ul>		
<p>Monitoring systems in place include:</p>		

- Complaints received
- Feedback from the Homeless Reference Group
- 6 monthly reports to the Housing Scrutiny Commission and the Executive outlining the outcomes of the Homeless Strategy
- Contract monitoring of commissioned and internal services

### 9. EIA action plan

Please list all the equality objectives, actions and targets that result from this Assessment (continue on separate sheets as necessary). These now need to be included in the relevant service plan for mainstreaming and performance management purposes.

Equality Outcome	Action	Officer Responsible	Completion date
Identify worsening situations for homeless people or those threatened with homelessness as a result of the implementation of the proposals	Analyse the monitoring information above to see if the proposals have had an impact on any particular group	Head of Service for Homelessness and Housing Advice	Six monthly monitoring



