

### EQUALITY IMPACT ASSESSMENT

The **Equality Act 2010** places a '**General Duty'** on all public bodies to have '**due regard'** to the need to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advancing equality of opportunity between those with a 'relevant protected characteristic' and those without one;
- Fostering good relations between those with a 'relevant protected characteristic' and those without one.

In addition the Council complies with the Marriage (same sex couples) Act 2013.

#### Stage 1 – Screening

Please complete the equalities screening form. If screening identifies that your proposal is likely to impact on protect characteristics, please proceed to stage 2 and complete a full Equality Impact Assessment (EqIA).

#### Stage 2 – Full Equality Impact Assessment

An EqIA provides evidence for meeting the Council's commitment to equality and the responsibilities under the Public Sector Equality Duty.

When an EqIA has been undertaken, it should be submitted as an attachment/appendix to the final decision making report. This is so the decision maker (e.g. Cabinet, Committee, senior leader) can use the EqIA to help inform their final decision. The EqIA once submitted will become a public document, published alongside the minutes and record of the decision.

Please read the Council's Equality Impact Assessment Guidance before beginning the EqIA process.

1. Responsibility for the Equality Impact Assessment				
Name of proposal	Creation of a Single Homeless Hub			
Service area	Commissioning			
Officer completing assessment Gill Taylor				
Equalities/ HR Advisor	Louise Hopton-Beatty & Hugh Smith			
Cabinet meeting date (if applicable) September 2018				
Director/Assistant Director	Charlotte Pomery			

### Please outline in no more than 3 paragraphs

- The proposal which is being assessed
- The key stakeholders who may be affected by the policy or proposal
- The decision-making route being taken

The proposal seeks approval to create a co-located Assessment Centre and Referral and Advice Hub for single homeless adults in Haringey. The hub will act as a single point of access into supported housing, homelessness prevention services such as rent deposit schemes, housing advice and signposting for single homeless people in the borough. It will also provide a range of support and wellbeing activity such as referrals and signposting to health services, job and house search activities, services for rough sleepers and a range of practical support such as a shower room, laundry facilities and a medical room. Co-location in the same building as the assessment centre will mean a more streamlined and coordinated service for homeless people.

The key stakeholders affected are single homeless adults and those at risk of homelessness aged 18+ in the borough. This cohort of people is broadly made up of men aged between 25-50 years old, with over-representation of people from BAME backgrounds, people with long-term mental health conditions, substance use needs and physical health concerns related to prolonged periods of rough sleeping, drug use and self-neglect. Women represent around 23% of the cohort but are often disproportionately affected by issues of previous trauma and violence, as well as substance use and lack of engagement with services. Care leavers over the age of 21 years old will ordinarily access the Hub service for housing advice and support. For those under 21 years old, they will have the option to access the Hub service or to utilise the existing outreach Housing Needs service at Cumberland Road, the Young Adults Service office.

This proposal is being taken to Cabinet because, if approved, it would represent a strategically important new service in the borough that would require a lease on a building and a range of commissioning decisions. Immediately after Cabinet approval, negotiations with the owner of the property will be brought to a close and a lease signed.

3. What data will you use to inform your assessment of the impact of the proposal on protected groups of service users and/or staff?

Identify the main sources of evidence, both quantitative and qualitative, that supports your analysis. Please include any gaps and how you will address these

This could include, for example, data on the Council's workforce, equalities profile of service users, recent surveys, research, results of relevant consultations, Haringey Borough Profile, Haringey Joint Strategic Needs Assessment and any other sources of relevant information, local, regional or national. For restructures, please complete the restructure EqIA which is available on the HR pages.

Protected	Service users
group	

Sex	Internal
	Haringey JSNA 2012
	[http://www.haringey.gov.uk/social-care-and-health/health/joint-
	strategic-needs-assessment-jsna]
Gender	
Reassignment	Supported Housing Review Needs and Gaps Analysis (2017)
_	https://www.minutes.haringey.gov.uk/documents/s91742/Appendix%20
	2%20-%20Needs%20and%20Gaps%20Analysis.pdf
Age	Supported Housing Review EqIA (2017)
5-	https://www.minutes.haringey.gov.uk/documents/s91744/Appendix%20
	<u>4%20-%20EqIA.pdf</u>
	Havinger, Otata at the Densuely (004.0)
	Haringey State of the Borough (2018)
Disability	https://www.haringey.gov.uk/sites/haringeygovuk/files/state_of_the_bor
	ough_final_master_version.pdf.
	Making Every Adult Matter Report (2018)
	https://www.minutes.haringey.gov.uk/documents/s102771/2.1%20MEA
	M%20Report.pdf
Race &	
Ethnicity	Mental Health Pathway Evaluation (2018)
	[internal report]
Sexual	Single Homeless Pathway Review (2018)
Orientation	[internal report]
	SPOCC Net – web-based contract monitoring system
	[internal report]
<b></b>	
Religion or	Homeless Young Parents
Belief (or No	[internal report 'TA0181 – Households in TA']
Belief)	[]
	Haringey Housing Strategy 2017-2022
	[http://www.haringey.gov.uk/sites/haringeygovuk/files/draft_housing_str
	ategy_2017-2022.pdf
Pregnancy &	
Maternity	Haringey Homelessness Strategy (2018)
	http://www.minutes.haringey.gov.uk/documents/s100152/Appendix1Ho
	melessnessStrategyv24.pdf
	Haringev Rough Sleeping Strategy (2018)
Marriage and	Haringey Rough Sleeping Strategy (2018) http://www.minutes.haringey.gov.uk/documents/s100015/Appendix%20
Civil	1%20Draft%20Rough%20Sleeping%20Strategy%20v23.pdf
Partnership	
	'Meeting the Needs of older LGBT+ people in Haringey (2017) –
	Opening Doors London
	[internal report]
	The Grove Substance Use Treatment Service

[internal report – 'NFA Report 2015/16]
External
'Gender Variance in the UK'
https://www.gires.org.uk/assets/Medpro-Assets/GenderVarianceUK-
report.pdf
'Hard Edges; Mapping Severe and Multiple Disadvantage in England'
(2015) – Lankelly Chase Foundation https://lankellychase.org.uk/resources/publications/hard-edges/
Health Needs Audit data 92017) – Homeless Link https://www.homeless.org.uk/facts/homelessness-in-numbers/health-
needs-audit-explore-data
'Homelessness Kills' – Crisis UK
https://www.crisis.org.uk/media/236799/crisis_homelessness_kills_es2
<u>012.pdf</u>
'Q1 CHAIN (April- June '18) - North London sub region'
https://data.london.gov.uk/dataset/chain-reports
'Still being failed but striving to survive' – Crisis UK
http://www.crisis.org.uk/pages/homeless-diff-groups.html
'Ethnic Inequalities in Mental Health', Lankelly Chase Foundation
(2014) Accessed at:

<u>sing.pdf</u>
'Mental Health in the Adult Single Homeless Population', Crisis (2009) Accessed at: <u>http://www.crisis.org.uk/data/files/publications/Mental%20health%20lite</u> <u>rature%20review.pdf</u>
Prisoners Childhood and Family Backgrounds (2015) - Ministry of Justice - https://assets.publishing.service.gov.uk/government/uploads/system/up loads/attachment_data/file/278837/prisoners-childhood-family- backgrounds.pdf
'Psychologically Informed Environments: A Literature Review'(2016) https://www.mentalhealth.org.uk/sites/default/files/pies-literature- review.pdf
'Rebuilding Shattered Lives' (2014) Accessed at: http://www.mungos.org/documents/4752/4752.pdf
Statistics - NSPCC https://www.nspcc.org.uk/preventing-abuse/child-protection- system/england/statistics/
'Staying in; understanding evictions and abandonments from London's hostels', Homeless Link (2010)
'Still being failed but striving to survive' – Crisis UK http://www.crisis.org.uk/pages/homeless-diff-groups.html
'Tackling homelessness and exclusion; understanding complex lives', Joseph Rowntree Foundation (2011) Accessed at: <u>https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/homelessness-exclusion-services-summary.pdf</u>
'Young and Homeless', Homeless Link (2015) Accessed at: http://www.homeless.org.uk/sites/default/files/site- attachments/201512%20-%20Young%20and%20Homeless%20- %20Full%20Report.pdf

Outline the key findings of your data analysis. Which groups are disproportionately affected by the proposal? How does this compare with the impact on wider service users and/or the borough's demographic profile? Have any inequalities been identified?

Explain how you will overcome this within the proposal.

Further information on how to do data analysis can be found in the guidance.

Due to the complex and interrelated needs and experiences of many people who find

themselves homeless, mainstream housing, health and wellbeing services are often unable to provide them with the tailored support and advice they need. This can result in prolonged periods of homelessness, failure to identify health and care needs and increased interaction with criminal justice agencies. The result of this a significant human and economic cost to the borough.

58% of single homeless people in Haringey are male aged between 36-50 years old. Although women make up a relatively small proportion of the homeless cohort nationally, in Haringey this gap Is much smaller with women making up 36% of those in supported housing, and 48% of those in our complex needs service. We know that women have poorer health outcomes and engagement with support services, often due to their fear of violence and stigma. As a response to this, a range of women only supported housing provision has been commissioned and the Hub service will offer women's only sessions and outreach support to ensure women can access the service safely.

In Haringey, people from black African and Caribbean communities are disproportionately represented in our supported housing and homelessness services (41.9%) compared with the borough profile (18.7%), and particularly in our mental health supported housing pathway. Our rough sleeping population has a large proportion of European migrants (55%), whose first language is not English, many of whom have no recourse to public funds and therefore face a range of housing, health and wellbeing issues for which we have limited recourse to support them.

Single homeless people are disproportionately affected by disability and long-term health conditions including chronic mental illness, learning disability, autism and addiction. Often these needs remain unaddressed or misunderstood by services who see their behaviour as challenging. This results in more health crises and acute hospital admissions.

Whilst the homeless population is predominantly adults over the age of 25 years, we support a number of young people in our supported housing pathways who would access support and information at the Hub. The Hub will offer dedicated youth-only sessions, and will outreach to Cumberland Road Young Adults Service so that the service offer reaches out to vulnerable care leavers under the age of 21. All young people over 18 will be welcome to access the Hub service if they feel this suits them, but in recognition that they might feel intimidated by an environment supporting older adults with complex needs, it is felt appropriate to provide a specialist outreach offer.

There is a significant cohort of 'young-older' people who will access the Hub. They are typically aged between 40-55 whose needs are more similar to those of an older age due to their long histories of homelessness, rough sleeping, substance use, unaddressed health needs and poor engagement with services. There is also an increasing, but very small, population of single homeless people aged 65+ in supported housing services (3%). It is often challenging to successfully place formerly homeless people into sheltered housing and other age-related support and care due to the added complexity of substance use, mental health and anti-social behaviour that they often experience.

There is an absence of data about LGBTQ+ homelessness in the borough, although we do commission a supported housing service for homeless LGBTQ+ young people and a

range of LGBTQ+ activities for older people in sheltered housing. 25% of homeless young people are LGBT, an over-representation compared to the wider borough population.

There is an absence of data about religion in the homelessness population in the borough.

Further, sessions will be provided with specific communities in mind in recognition of the vulnerability of some groups with protected characteristics to access services e.g. trans people, women and young people.

The proposal to develop this service is in itself an attempt to address the inequalities that affect homeless people's health, housing and social outcomes. Homeless people are disproportionately people that hold one of more protected characteristics when compared with the broader population and therefore this service is understood to be a valuable step towards redressing social inequality.

# 4. a) How will consultation and/or engagement inform your assessment of the impact of the proposal on protected groups of residents, service users and/or staff?

Please outline which groups you may target and how you will have targeted them

Further information on c	onsultation is contained within accompanying EqIA guidance
Co-design Group	The development of the service will be completed in partnership with a co-design group made up of homeless and formerly homeless people, some of whom are supported housing staff with lived experience of homelessness services. This group will work with the Council to design the physical environment that is psychologically informed and that feels welcoming and inclusive to all.
Focus Groups	As part of the development of the Hub we will conduct at least 5 focus group sessions in our supported housing and rough sleeper services to ensure the design of the future service has the broad input of as many people as possible who might use it. At least one session will be women only, one youth specific and one will seek the input from disabled people.
Peer Advisors	The Hub will create two roles for formerly homeless people to work in the service as a Peer Advisor. Peer Advisors will have an ongoing role to engage and consultation with users of the service and provide feedback that feeds into the service development and improvement. This role will be developed through engagement and consultation with existing service users and peer support workers to make sure that it will have a role in improving access to the service of vulnerable people and have a role in challenging stigma.
	ndings of your consultation / engagement activities once y in terms of how this relates to groups that share the

#### protected characteristics

Explain how will the consultation's findings will shape and inform your proposal and the decision making process, and any modifications made?

As part of the development of the Homelessness and Rough Sleeping Strategies, as well as the Single Homeless Pathway review, a number of service users engaged in mapping their journeys into and through homelessness services, which helped, inform the idea of the Hub.

Further, a panel of 'experts by experience' is working with the Rough Sleeping Strategy and Monitoring Coordinator to work through proposed initiatives to support people rough sleeping in the borough. Their insights have also contributed to the Hub design by highlighting the challenges in accessing mainstream services when someone is sleeping rough. Further, they have expressed support for a service that offers multiple services in one place, enabling a person in crisis to access a range of things in one go, rather than having to travel between services across the borough.

Further co-design work will be conducted as part of the development of the service once approval to continue is confirmed by Cabinet.

# 5. What is the likely impact of the proposal on groups of service users and/or staff that share the protected characteristics?

Please explain the likely differential impact on each of the 9 equality strands, whether positive or negative. Where it is anticipated there will be no impact from the proposal, please outline the evidence that supports this conclusion.

Further information on assessing impact on different groups is contained within accompanying EqIA guidance

**1. Sex** (Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)

Positive	Х	Negative	N	Veutral	Unknown	
			ir	mpact	Impact	

The service will be designed with a trauma-informed approach, which recognises the impact of violence and abuse on behaviour – an experience that disproportionately affects women. The Hub will provide women's only support and advice sessions, as well offering targeted support and referral around domestic violence and abuse through collaboration with the WiSER project and Hearthstone.

The service will have distinct policies around challenging stigma, harassment and abuse and discrimination that will be rigorously monitored.

**2. Gender reassignment** (*Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic*)

Positive	Х	Negative	Neutral	Unknown	
			impact	Impact	

The Hub service will have specific LGBTQ+ sessions designed to ensure that the housing and wellbeing needs of LGBTQ+ people are fully understood and catered for within and outside of the service. Staff will receive specialist training about gender, including how to create safe environments, how to have supportive conversations and the legislation around gender recognition. The service will have distinct policies around challenging stigma, harassment and abuse and discrimination that will be rigorously monitored.

**3. Age** (Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)

Positive	Х	Negative	Neutral	Unknown	
			impact	Impact	

The service will provide outreach to specific youth services, such as the Young Adults Service, as well as providing youth-only housing advice and support session, and will be a key referrer into young peoples supported housing services. Partnerships will be sought with sexual health service providers, youth substance use services and emotional health support so that younger people accessing the service can access what they need. Housing Needs staff will be well versed in the homelessness guidance around the rights of young people to homelessness prevention support, temporary accommodation and supported housing.

There is a significant cohort of 'young-older' people who will access the Hub. They are typically aged between 40-55 whose needs are more similar to those of an older age due to their long histories of homelessness, rough sleeping, substance use, unaddressed health needs and poor engagement with services. The Hub will collect a range of data, which will inform commissioning decisions about how to support 'young-older' people with complex support needs in recognition that it is often challenging to place them successfully in sheltered housing and other forms of age-related support and care.

People who aged 65+ will be welcome to access the service and will have priority access into temporary, emergency and supported housing based on the vulnerability created by their advancing age, as per section 189 of the Housing Act (1996 amended 2002). Offers of sheltered housing will be made by Homes for Haringey, but appointments for assessing suitability for this type of housing may be made to take place at the Hub or at 40 Station Road, depending on which is the most suitable for the service user.

The service will have distinct policies around challenging stigma, harassment and abuse and discrimination that will be rigorously monitored.

**4. Disability** (*Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic*)

Positive	Х	Negative	N	leutral	Unknown	
			in	npact	Impact	

The physical environment of the service will be fully wheelchair accessible, have a hearing loop and be designed with autistic and learning disabled people in mind. The service will also be specifically trauma-informed and aims to create a psychologically informed environment that recognises the impact of trauma on long-term health, challenging behaviour and reactions to certain triggers. The needs of people with long-term mental health needs will be taken into specific consideration due to the prevalence of this need within the homeless population.

The service will have distinct policies around challenging stigma, harassment and abuse and discrimination that will be rigorously monitored.

**5. Race and ethnicity** (Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)

Positive	х	Negative	Neutral	Unknown	
			impact	Impact	

The service will advance equality of opportunity for people from BAME backgrounds, recognising the particular vulnerabilities to homelessness, hospitalisation and imprisonment faced by this group of people. The service will seek to collaborate with BAME specific local organisations to ensure people have access to culturally sensitive homelessness advice as well as enabling migrant BAME people to make links with culturally relevant services, groups and activities.

In recognition of the significant increase in rough sleepers from eastern European countries, steps will be taken to recruit staff who are able to speak relevant languages.

The service will have distinct policies around challenging stigma, harassment and abuse and discrimination that will be rigorously monitored.

**6. Sexual orientation** (*Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic*)

Positive	Х	Negative	Neutral	Unknown	
			impact	Impact	

The Hub service will have specific LGBTQ+ sessions designed to ensure that the housing and wellbeing needs of LGBTQ+ people are fully understood and catered for within and outside of the service. Staff will receive specialist training about sexuality, including how to create safe environments for LGBTQ+ young people, how to have supportive conversations and knowledge about specialist LGBTQ+ support services. The service will have distinct policies around challenging stigma, harassment and abuse and discrimination that will be rigorously monitored.

**7. Religion or belief (or no belief)** (*Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic*)

Positive	Negative	Neutral	Unknown	х
		impact	Impact	

We do not currently have any reliable data on the religion and beliefs of the homelessness population. The development of the service will include data collection improvements which will give us better information about this characteristics for future commissioning.

The service will have distinct policies around challenging stigma, harassment and abuse and discrimination which will be rigorously monitored.

**8. Pregnancy and maternity** (Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)

Positive	Negative	Neutral	Х	Unknown	
		impact		Impact	

Pregnant women and mothers will still access housing advice and support at the Housing Needs Service at 40 Station Road and will be unaffected by this proposal.

**9. Marriage and Civil Partnership** (Consideration is only needed to ensure there is no discrimination between people in a marriage and people in a civil partnership)

Positive Negative	Neutral x impact	Unknown Impact
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The service will not discriminate between married people and those in civil partnerships.

## 10. Groups that cross two or more equality strands e.g. young black women

The majority of people accessing this service are likely to have two or more protected characteristics, and the service will be designed with the particular needs and experiences of the following people, who are over-represented or whose outcomes are known to be poorer, in mind:

- LGBTQ+ young people under 25 years old
- Men from black African and Caribbean backgrounds with chronic mental health conditions
- Women with chronic mental health conditions related to trauma who are survivors of abuse and violence
- Autistic people from BAME backgrounds

poposal help to advance equality of opportunity between groups a relevant protected characteristic and those who do not? les: nove or minimise disadvantage suffered by persons protected under the ality Act e steps to meet the needs of persons protected under the Equality Act are different from the needs of other groups ourage persons protected under the Equality Act to participate in public or in any other activity in which participation by such persons is proportionately low oposal help to foster good relations between groups who share a otected characteristic and those who do not?
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enforcement interventions.
help to advance equality of opportunity between groups who share eristics and those who do not by creating a service that minimises know the specific needs of people with protected characteristics and articipation in public life of vulnerable homeless people.
also help to foster good relations between groups who share and do not naracteristics by having specific and tailored policies and procedures ion, bullying and abuse as well as delivering supportive interventions ervice users around violence and abuse, hate crime, consent and
es.
er ar al na

Further information on responding to identified impacts is contained within accompanying EqIA guidance

Y/N
Х

Clearly <u>set out below</u> the there are any adverse imp reason below <b>Stop and remove the pro</b> avoidable adverse impacts maker must not make this <b>6 b) Summarise the spec</b>	roposal to remove barriers or to key adjustments you plan to acts you cannot mitigate, pleas <b>posal</b> : the proposal shows act on different protected characted decision.	make to the pol se provide a comp ual or potential eristics. The decis	icy. If belling sion
Impact and which relevant protected characteristics are impacted?	Action	Lead officer	Timescale
All – ensure the voices, insights and experiences of people with protected characteristics are central to the design of the Hub	A wide range of engagement and co-design activities with current and former service users, with a focus on those with protected characteristics. Create Peer Advisor roles within the Hub service to ensure service user voices are given a strong voice in service improvement and development.	Gill Taylor	Ongoing, but starting in October 2018.
Disabled people – ensuring the Hub is accessible.	Engaging a contractor who is confident and competent in delivering a genuinely accessible Hub environment.	Gill Taylor	To start in October 2018

Please outline any areas you have identified where negative impacts will happen as a result of the proposal but it is not possible to mitigate them. Please provide a complete and honest justification on why it is not possible to mitigate them.

# 6 c) Summarise the measures you intend to put in place to monitor the equalities impact of the proposal as it is implemented:

Data and knowledge about homeless people with protected characteristics and their outcomes in homelessness services, will be significantly improved by the creation of the Hub as all people who use the service will be asked to share information about the identity, needs and experiences, which will be used to facilitate appropriate support offers as well as to track and monitor, on a quarterly basis, who is using the service and who is under/over-represented.

An evaluation of the service will be commissioned that will monitor it's successes and challenges over the first two years of implementation. A key strand of this will be the trends in access and outcome of service users, where protected characteristics will be monitored as a key indicator.

Quarterly monitoring of the service – which will include looking at who is accessing the service, the outcomes they achieve, number of incidents occurring that involve possible hate crime elements.

Monitoring the delivery, take-up and outcome of women only, youth specific and BAME housing advice sessions, activities and initiatives.

7. Authorisation	
EqIA approved by (Assistant Director/ Director)	Date

#### 8. Publication

Please ensure the completed EqIA is published in accordance with the Council's policy.

Please contact the Policy & Strategy Team for any feedback on the EqIA process.