

Equality Impact Assessment (EqIA) for Policies, Procedures and Services

Proposal name	Young Persons Housing Provision		
Directorate	Resources and Transformation/Children's Services		
Service	Money Home Job and Children's Services (Joint)		
Responsible Officer	Rashida Hussain/ Isabel Vanderheeren		
Proposal planning start	01/09/2018	Proposal start date (due or actual date)	01/01/2019

1	What is the purpose of the proposal?	Yes / No	New / revision
	Show which category the proposal is and whether it is new or a revision.		
	Policy	Yes	Revision for MHJ but new for Children's Services
	Procedure		
	Guidance		
	Is this a service to customers/staff/public?		
	If yes, is it contracted or commissioned?	Yes	New commissioned services
	Other - give details		
2	What is the business case for this proposal? Please provide the main purpose of the service, intended outcomes and reasons for change?		
	<p>The Council is seeking the provision of a range of Supported Housing accommodation and support for Young People who are aged 16-25 and assessed as vulnerable by the Children in Need Service and for who the local authority children's services has a Statutory duty. This includes Children Looked After aged 16-17; Care Leavers aged 18-25; and homeless young people aged 16-29.</p> <p>We want to commission a range of accommodation that will provide the right young people with the right place and the right support to acquire the skills to live independently, and make successful transition to independent living.</p> <p>Under a Transformation agenda MHJ and Children's services are conducting a joint procurement exercise to bring in young peoples services of provision covered across 3 lots. The current 3 Lots for MHJ are current services which are due to end in December 2018. For children's services these are new services where young people placed on the West Midlands Framework are being brought back into borough. The services being procured are:</p> <ul style="list-style-type: none"> Lot 1 – This will provide Supported Lodging units in a host family setting and a Night Stop and a Day Stop service. The Night and Day Stop service provides a 		

temporary place for the young person before they are either accommodated through the council or move to the supported lodging units. The supported lodgings units, night and Day stop placements are with host families who have been trained by the provider to help the young person achieve crucial outcomes like going into employment, education or training. This service will give young people an opportunity to live in a safe, stable, caring and homely environment where they are safeguarded and their physical, mental and emotional welfare is promoted.

- Lot 2- The primary purpose of the range of provision will be to prepare young people for independent living by building up their skills and resilience in areas such as payment of bills, education and employment or training. The provider will make available a total of up to 76 properties (up to 60 for MHJ and up to 16 for Children's Services) with intensive housing management which will be available for young people. The young people will also need some floating support to help succeeds in the tenancy. Once the young person has the skills and capabilities to sustain their own tenancy, the provider will convert the tenancy to a standard tenancy. This means the young person does not have to move around or have any further disruption. The young person will be encouraged to take part and integrate into their local community and link into key services.
- Lot 3 – this lot is targeted at young people with more complex needs who need greater support. The provider will offer 21 units of accommodation for young people with high or complex needs with 24/7 onsite support. These 21 units will be split as 11 for Children's Services and 10 for Money Home Job Team. The Money Home Job Team in addition to their 10 accommodated units will also have floating support for up to an additional 5 young people with complex needs to help them achieve skills needed to successfully sustain independent accommodation. Lot 3 also includes a bank of 9000 hours of support for Children's Services which will be used to provide additional bespoke support for young people housed across lot 2 and 3.

The Young Persons Housing Services will contribute to the Council's priorities as follows:

- Economic growth for all people, communities and businesses – homelessness and lack of access to settled and supported housing remains a key barrier to accessing employment, and so the proposed Service can help increase employment prospects and ensure care leavers are economically active citizens of their community.
- People have increased independence, improved health and can positively contribute to their communities – preventing homelessness and advice and support in maintaining a tenancy can promote independence and can improve mental and physical health and wellbeing.
- Internal focus, all council services are efficient and effective – transformational

approach to joint commissioning between MHJ and Children's Services.

- Children have the best possible start and are safe from harm, happy, healthy and learning well – preventing homelessness and providing appropriate support for young people is essential to keep them safe happy and healthy. The Right children being accommodated in Walsall, for the right length of time for as long as it needed so they can make a successful transition to independent living
- Communities are prospering and resilient with all housing needs met in safe and healthy places that build a strong sense of belonging and cohesion – ensuring that young people have the right housing to meet their needs, and that they are able to remain in these homes, sustain tenancies and be part of their community.

3 Who is the proposal likely to affect?

People in Walsall	Yes / No	Detail
All		The provision is aimed at young people primarily 16-29.
Specific group/s	Yes	
Council employees		Walsall Council receives requests for assistance from approximately 2,500 households per annum. People affected by debt, low incomes households, care leavers, or people receiving out of work benefits covering all protected characteristics are at greater risk of homelessness.
Other (identify)		

4 Please provide service data relating to this proposal on your customer's protected characteristics.

Age

Youth homelessness has risen by 47% over the 5 year period of the review.

The review identified that almost half of all homelessness applicants to whom a duty is accepted, are aged 25 – 44 years of age, just over one-third being aged 16-24, just over one-tenth are aged 45-59. Those aged 60 years and older equal about 4%.

During the past five years applications from those aged 25-44 have increased by 6% and those aged 16-24 have increased by 47% (falling in the past 12 months by 16%).

When compared to population data the age profile of homeless applicants suggests that young people are disproportionately impacted by homelessness compared to other age groups.

Disability

The number of people experiencing street homeless in the Walsall area has increased by two-thirds during the past five years, standing at 26 in 2016/17. Subsequently, the 2017 annual Rough Sleeper count has just been completed (22nd November 2017) and reported a small decrease to 20 street homeless in Walsall on that night.

Race, Religion or Belief

Walsall's Homelessness review identified that people from Black and Minority Ethnic backgrounds are more likely to experience domestic abuse than other groups; (Just over three-quarters (77%) of people accepted by the local authority as being owed the main housing (homelessness) duty, were of a white ethnic origin. The remaining one-quarter (23%), were from black or other minority ethnic origins. Compared to the overall population of Walsall, for which 81% are of a white ethnic origin and 19% are from black or other minority ethnic origins, the persons of the latter type of ethnic origin have a disproportionately higher likelihood of becoming homeless).

Persons of a white and Asian or Asian British ethnic origin being homeless have increased (by 10% and 36% respectively) during the past five years, where persons from black or black British, mixed, or other ethnic origin have reduced (by 17%, 18% and 100%) during the same time-period.

There is no specific data or information on whether religion or belief impacts upon prevalence of homelessness.

Sexual Orientation and Gender Reassignment

The homelessness review did not specifically review sexual orientation or gender reassignment of homeless applicants. There is no reason to consider that the proposed actions held within the homelessness strategy would have a negative impact upon individuals with these protected characteristics.

Marriage, Civil Partnership, Sex, Pregnancy and Maternity

The Walsall Homelessness Review concluded that women are more likely to experience homelessness than men.

Applicant households consisting of a lone parent with dependent children, is the most common household formation, this is followed by one-person households, and then couples with children (a small number of other household formation also are recorded). It is worth noting that there are almost four-times more lone parent households with dependent children than there are couples with dependent children.

During 2016/17, 94.2% of lone parents with dependent children were female, and 5.7% were male lone parents with dependent children. 54.7% of one-person households were female, and 45.2% were male. This confirms that, in Walsall, women are more likely to experience homelessness than men.

The number of households with dependent children being homeless or threatened with

	<p>homelessness has reduced by 47% between 2012/13 – 2016/17. During the same period, lone parent households have increased by 10%, one-person households have increased by 46%, all other household groups (e.g. couple with no dependent children) have reduced by 16%. It is worth noting that the levels of one-person households becoming homeless has almost doubled during the past five years.</p>
<p>5</p>	<p>Please provide details of all engagement and consultation undertaken for this proposal. (Please use a separate box for each engagement/consultation).</p> <p>There has been a variety of consultation as part of the development of the Homelessness Strategy which impact Young Peoples Provision:</p> <ul style="list-style-type: none"> • interviews were carried out with stakeholders from key council services such as Children’s and Adults, housing and support providers, and the voluntary sector. • a stakeholder questionnaire was sent to 90 individuals, with 20 fully completed responses received. • the consultant spent a day interviewing 12 service users from our temporary accommodation and street homeless projects. • a stakeholder workshop on 8th February 2018, which was attended by elected members, third sector, housing associations, key council services • Data analysis of current service users through Children’s Services • Focus groups with key front line staff (social workers) • MHJ has as part of on-going quarterly monitoring spoken to young people about their experiences of the services. • As part of the Transformation initiative we also sought the input of service users as part of the procurement process which included being part of the scoring panel.
<p>6</p>	<p>Concise overview of all evidence, engagement and consultation</p> <ul style="list-style-type: none"> • In 2017 the numbers of looked after children in England continued to increase; <ul style="list-style-type: none"> ○ Rises of 1% each year between 2014 and 2016, the rise this year has been greater at 3% ○ At 31 March 2017 there were 72,670 looked after children in England, an increase of 2,220 on 2016, and an increase of 4,600 on 2013. At 31 March 2017, 62 children per 10,000 of the population were looked after, up from 60 children per 10,000 in the previous four years. • For the last two years, the changes seen in the characteristics of looked after children, those who become looked after and care leavers are influenced by; <ul style="list-style-type: none"> ○ Unaccompanied asylum-seeking children cohort who tend to be non-white British, older children, with a main category of need of absent parenting ○ Slightly more males than females looked after – at 31 March 2017 56% of looked after children were male and 44% were female. These proportions

have been quite stable in recent years. This difference has largely been driven by the increase in unaccompanied asylum-seeking children over this period, the majority of whom are male

- Over recent years the numbers of looked after children aged under 1 year have been decreasing; at 31 March 2017 they are down 11% on five years ago
- There has been very little change in the number of 1-4 year olds and 5-9 year olds this year; after decreasing slightly in recent years the 1-4 year old group has stabilised around 9,200 children in 2017 and the 5-9 year old group, after increasing in recent years, has stabilised around 14,100.
- Looked after children are predominantly white. 75% of looked after children at 31 March 2017 were white, 9% were of mixed ethnicity, 7% were black or black British, 5% were Asian or Asian British and 3% were other ethnic groups
- The number of looked after children at 31 March 2017 who were unaccompanied asylum-seeking children increased by 6% compared to last year, up to 4,560 from 4,300 in 2016, and up 134% from 1,950 in 2013.
- There has been an increase in the numbers of unaccompanied asylum-seeking children aged 16 years and over, up 9% to 3,540, whereas the number aged under 16 years has decreased slightly by 3% to 1,020. This means 78% of unaccompanied asylum-seeking children at 31 March 2017 were aged 16 years of age and over, and 22% were aged under 16 years. This compares to 76% and 24% in 2016 and 74% and 26% in 2013.

- **Category of Need;**

- 89% of unaccompanied asylum-seeking children were assessed as having a primary need of absent parenting. 5% had a primary need of abuse or neglect, 3% family in acute stress and 2% family dysfunction. This pattern is similar to figures seen over the last 5 years
- For children who are looked after at 31 March 2017, the proportions of children with each recorded category of need is very similar to last year. 61% (44,600 children) were looked after due to an initial need of abuse of neglect, 15% (11,150) family dysfunction, 8% (6,030) family in acute stress and 7% (5,100) absent parenting

- **In 2017 89% Care Leavers were in suitable accommodation;**

- 22,180 (84%) of 19 to 21 year olds were in suitable accommodation, compared to 83% in 2016 and 81% in 2015, however over this time the proportion of care leavers whose accommodation was known rose from 88% in 2015 to 89% in 2016 and 90% in 2017. 560 (7%) were in unsuitable accommodation and the accommodation was not known for 2,590 care leavers (10%). The most common accommodation was to live independently, 9,600 (36%) in 2017. 12% were living with parents or relatives, 11% were in semi-independent living arrangements, and 7% were with former foster carers.
- 89% of 18 year olds were in suitable accommodation in 2017, although accommodation was not known for 6%. 5% were in unsuitable accommodation. For 17 year olds accommodation was not known for 18% which helps to explain why the proportion in suitable accommodation is so

low at 72%. 10% were considered to be in unsuitable accommodation. In 2017, the number and proportion of 19 and 20 year olds who ceased to be looked after on their 18th birthday and who were still living with their former foster carers ('Staying Put') continued to increase, from 23% in 2016 to 25% in 2017. Individual data on children who were aged 18 and still living with former foster carers up to 3 months after their 18th birthday was collected for the first time in 2016 and published as experimental statistics. In 2017, of the 3,170 children, 1,630 (51%) remained with their foster carers 3 months after their 18th birthday. This is down from 54% last year; however, we need to be cautious reading too much into this change as these are experimental statistics

- **NEET;**

- 10,870 19-21 year old care leavers (40%) were not in education, training or employment in 2017, compared to 13% of all 19 to 21 year olds. This proportion is the same as in 2016 and up slightly from 39% in 2015. 6,670 (25%) were in training or employment, and 25% were in education.

Note to be taken into account when comparing percentages: Since 2015 data collection methods have improved reflecting higher numbers which impact on overall percentages.

- 33% of 17 year old care leavers were in education, 16% were in training or employment and 31% of were not in education, training or employment, however information was not known for 19%. For 18 year old care leavers, 46% were in education, 16% were in training or employment, 31% were not in education, training or employment, and information was not known for 7%.

By comparison, in 2013-14 the proportion of care leavers who were NEET was at its highest since 2001–02, against the national trend of falling NEET for all young people and only 6% of care leavers were in higher education compared with one-third of all 19-year olds.

- **Missing**

- In the year ending 31 March 2017 there were 10,700 children looked after who had a missing incident, which equates to 10% of the 102,590 children looked after children during the year. There were 60,720 missing incidents, which is an average of 5.7 missing incidents per child who went missing. 6,660 children went missing more than once and 330 were missing at the 31 March 2017.
- Most missing incidents were short. 54,230 missing incidents (89%) lasted 2 days or less and 490 lasted more than 30 days. However we need to be cautious interpreting these figures as the duration of missing incidents is collected in days so a child who went missing for a short period late one evening, but was found early the next morning would be counted as being missing for 1 day even if they were only missing for a few hours.
- 50% of missing incidents were by children placed in secure units, children's homes or semi-independent living accommodation, 33% were by children in foster placements and 14% were by children living independently
- 4,860 looked after children were away from their placement without authorisation during the year. There were 20,330 incidents, an average of 4.2 per child

Source:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/664995/SFR50_2017-Children_looked_after_in_England.pdf

- **The Care Leavers Association Health Report 2017, published by BASW tells us that Care leavers are**

https://www.basw.co.uk/system/files/resources/basw_52120-8.pdf , 18th

December 2017:

- 7 x more likely to die before the age of 25 than the general population (BBC News Feb 2017)
 - 25 x more likely to be homeless (National Audit Office 2015) 25% of the homeless population have at some point been in care. Less than 1% of the child population are looked after.
 - 25x more likely to be involved with sex work (Home Office's Paying the Price: A Coordinated Prostitution Strategy)
 - 40x more likely to be in the criminal justice system (The Mental Health and Well-being of Looked After Children Report of the House of Commons Education Committee April 2016)
 - 88% said they felt depressed, some, most or all of the time they were in care. This only dropped by 1% to 87% once they left care (CLA Health Report 2017)
 - 55% attributed their mental health issues to their care experience (CLA Health Report 2017)
 - 44% reported being diagnosed with depression and 19% with more than one mental health condition
74% said they felt isolated while in care
- **DfE responses: House of Commons Committee of Public Accounts (the Committee): Care leavers' transition to adulthood Fifth Report of Session 2015–16¹**
 - Those leaving care may struggle to cope with the transition to adulthood and may experience social exclusion, unemployment, health problems, or end up in custody.
 - In March 2014, for those care leavers aged 19 to 21 with whom the local authority was in touch, only 93% were judged by their local authorities to be living in 'suitable' accommodation
 - Care leavers told the Committee of Public Accounts about accommodation they were placed in which did not meet their needs, was not safe, and where they were left lonely and without support.
 - Local authorities face challenges in providing the full range of housing options required by care leavers, from emergency placements, through to lodgings and semi-independent and independent housing
 - In 2013–14, 41% of 19 year-old care leavers were not in education, employment or training (NEET) compared with 15% of all 19-year-olds.
 - In 2013–14 local authorities reported that they had spent £265 million on care leaver services.
 - Overall Ofsted found that 64% of care leaver services were inadequate or required improvements; one local authority had outstanding services for care leavers (Trafford).
 - October 2015 - the DfE stated they were intervening in 24 local authorities

on the basis of inadequate ratings for children’s services as a whole. The Department has not intervened in any local authority solely because care leaver services were inadequate.

The DfE recognised the potential role of social impact bonds in providing new approaches to improving outcomes for care leavers and was working with the Centre for Social Impact Bonds to identify opportunities in this area

The National Audit Office reported there is no correlation between spend and the quality of care leaver services’.

- In 2013/14, local authorities reported that they had spent £265m on care leaver services; average £6,250 per care leaver in the range £300 to £20,000 ⁱⁱ with the caveat that data collection is poor. ‘Good services depended more on the quality of the workforce and the leadership of the workforce.’

Spending on services for children in care increased by more than 35 percent to £244 million in 2015-16.

7	How may the proposal affect each protected characteristic or group? The effect may be positive, negative, neutral or not known. Give reasons and if action is needed.			
	Characteristic	Affect	Reason	Action needed Yes / No
	Age	positive	<p>The under 35’s are a group which are affected by a number of welfare reforms and receive reduced levels of benefit. They are therefore more likely to be affected by homelessness. The Homeless Reduction Act (2017) is set to improve outcomes for young single people.</p> <p>These services are also targeted at young people who are homeless but also</p>	N

			<p>those who are leaving care.</p> <p>Quarterly monitoring of services will help deliver the right service for the individual in a timely manner.</p>	
	Disability	positive	<p>28% of all customers in poverty have a disability (report commissioned JR Foundation 2016)</p> <p>https://www.disabilityrightsuk.org/news/2016/august/half-people-poverty-are-disabled-or-live-disabled-person</p> <p>Disabled people are therefore more likely to become homeless than non-disabled people. Further data can be collected on need where a customer has a disability work is done to ensure their needs and aspirations are met.</p>	Y
	Gender reassignment	neutral	<p>No information is available and so the impact is not currently known.</p>	Y
	Marriage and civil partnership	neutral	<p>No information specific data is available and so the impact is not currently known – The cohort of people from previous years have not been in a marriage or civil partnership and tend to be single or a lone parent household.</p>	Y
	Pregnancy and maternity	neutral	<p>No information specific data is available and</p>	Y

			so the impact is not currently known. Where a service user is pregnant consideration is given to the household.	
	Race	Positive	<p>31% of children from Asian and Black backgrounds live in low income households compared to 11% of white households. Black ethnic groups make up 7% of the homeless but are only 2.4% of the resident population.</p> <p>The delivery of these services have been sought with the requirements of taking into consideration key race, religion, cultural and disability of young people by the contractor.</p>	Y
	Religion or belief	neutral	<p>No information specific data is available and so the impact is not currently known</p> <p>The delivery of these services have been sought with the requirements of taking into consideration key race, religion, cultural and disability of young people by the contractor.</p>	Y
	Sex	Positive	Women are more likely to experience homelessness than men.	Y

	Sexual orientation	neutral	No information specific data is available and so the impact is not currently known. The delivery of these services have been sought with the requirements of taking into consideration key race, religion, cultural and disability of young people by the contractor.	Y
8	Does your proposal link with other proposals to have a cumulative effect on particular equality groups? If yes, give details.			(Delete one) No
9	Which justifiable action does the evidence, engagement and consultation feedback suggest you take?			
	A	No major change required		
	B	Adjustments needed to remove barriers or to better promote equality		
	C	Continue despite possible adverse impact		
	D	Stop and rethink your proposal		

Action and monitoring plan				
Action Date	Action	Responsibility	Outcome Date	Outcome

Carry out regular monitoring of servicers users – part of contract qtrly – Children’s/MHJ

Continue to collect equality data on protected characteristics of those young people who access service to help to inform the development of future services.

Key Outcomes are achieved for service user:

The desired outcome for each service user is dependant on their individual support plans. However, in addition the services are required to ensure a number of outcomes to the young person including:

- Reduce risk and vulnerabilities
- Maintain and establish daily living skills required to live independently including knowing how to use a bank account, budget effectively, shop for food and cook it, clean and maintain a garden, undertake simple DIY tasks, use public transport and organise leisure time
- Successfully engage in education and training
- Feel part of their local community
- Comply with statutory orders
- Feel safeguarded and their physical, mental, emotional welfare and development be promoted
- Be treated as individuals through full participation in planning and review process
- Be aware of rights representations and to use the complaints procedure
- Ensure the individual rights and needs are met in terms of religion, cultures, race and ethnicity
- Have access to accredited Life Skills and Mental Skills Training, either to participate in this training or successfully have undertaken training
- Have received specialist counselling support which addresses individual needs including complex mental health issues substance misuse, offending behaviour, anger management and social skills
- Work towards independent living or have successfully moved on and sustained their own tenancy
- Being able to maintain and develop positive relationships and support networks with family members, peers and the community

Update to EqIA

Date	Detail

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Contact us

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Inside Walsall: http://int.walsall.gov.uk/Service_information/Equality_and_diversity
