

Equality Impact Assessment Corporate Assessment Template



Appendix 2

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| Policy/Strategy/Project/Procedure/Service/Function Title: |
| Cardiff Housing Support Programme Strategy 2022 - 2026 |
| New/Existing/Updating/Amending: New |

| | |
|---|---|
| Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function? | |
| Name: Jane Thomas | Job Title: Director (Adults, Housing & Communities) |
| Service Team: Housing & Communities | Service Area: People and Communities |
| Assessment Date: December 2021 | |

1. What are the objectives of the Policy/Strategy/Project/ Procedure/ Service/Function?

The Cardiff Housing Support Programme Strategy 2022 - 2026 sets the strategic direction for tackling and preventing homelessness in the city. The Strategy sets out an overarching vision - *"We will aim to prevent homelessness wherever possible, and where prevention is not possible we will seek to ensure that homelessness is rare, brief and not repeated,"*. The Strategy contains the following principles:

- Our services will be trauma informed and will recognise the underlying causes of homelessness.
- We will work collaboratively across professional boundaries with both statutory and third sector partners.
- We will co-produce solutions with individuals, families and partners.
- We will champion equality and seek to understand the reasons for inequality
- We will take an assertive approach to services, ensuring that all people can access the help they need.

And the following key aims:

- Prevent homelessness wherever possible.
- Ensure that everyone receives the right help and support
- Take a rapid rehousing approach to homelessness
- Provide good quality supported accommodation for those who need it

The Strategy aims to improve housing and support outcomes for homeless households and those at risk of homelessness, recognising and responding to the vulnerability and diverse needs of these groups in Cardiff. The Strategy is intended to bring about early and multi-agency intervention, offering a more targeted response to the needs of individual homeless people.

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2. Please provide background information on the Strategy Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

Background

Local Authorities in Wales are required by Welsh Government to develop a Housing Support Programme Strategy. The aim of the document is to outline the strategic direction of the Local Authority for housing related support services. The document should also provide a single strategic vision of the local authority's approach to homelessness prevention and housing support services.

In line with these requirements, a comprehensive needs assessment has been undertaken, focusing on the key themes of advice, prevention, accommodation, and support. In carrying out this needs assessment a wide range of data from the Council's homelessness and advice services was considered and data from Supporting People funded services. In addition, views of services users and partners were gathered, and these have informed the needs assessment.

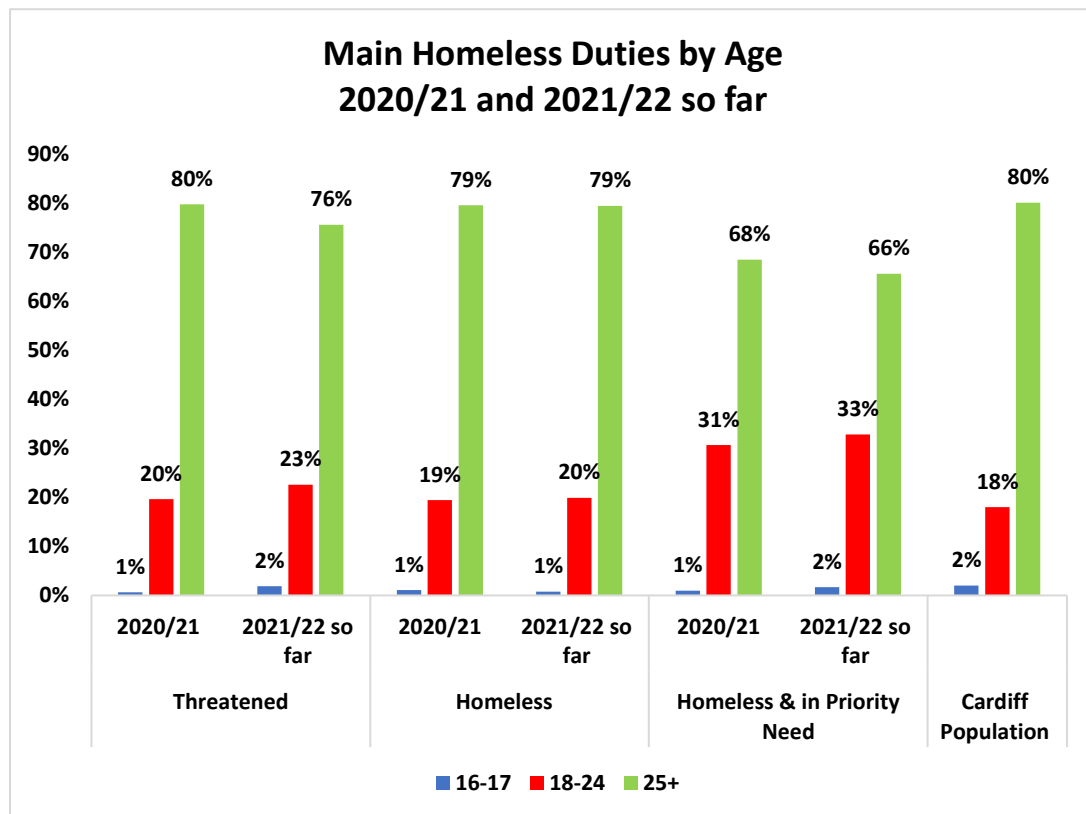
The needs assessment findings provide the evidence base upon which the Cardiff Housing Support Programme Strategy 2022 – 2026 has been developed. The Strategy sets out a co-ordinated approach to assisting those threatened with and experiencing homelessness. It identifies available services and resources, and how they will be improved to ensure people receive appropriate, timely help and support.

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Equalities Data from the Needs Assessment

We have examined Equalities data collected by the Housing Options Service for the year 2020/21 and for the period April – September 2021.

Age



Source: Housing Options Service Data and Mid-2020 Population Estimates

The age of clients accessing homelessness services broadly fits the pattern of the city, although in 2020/21 32% of all priority need homeless clients are under the age of 25, this is compared to 20% of the Cardiff population who are aged between 16 and 24.

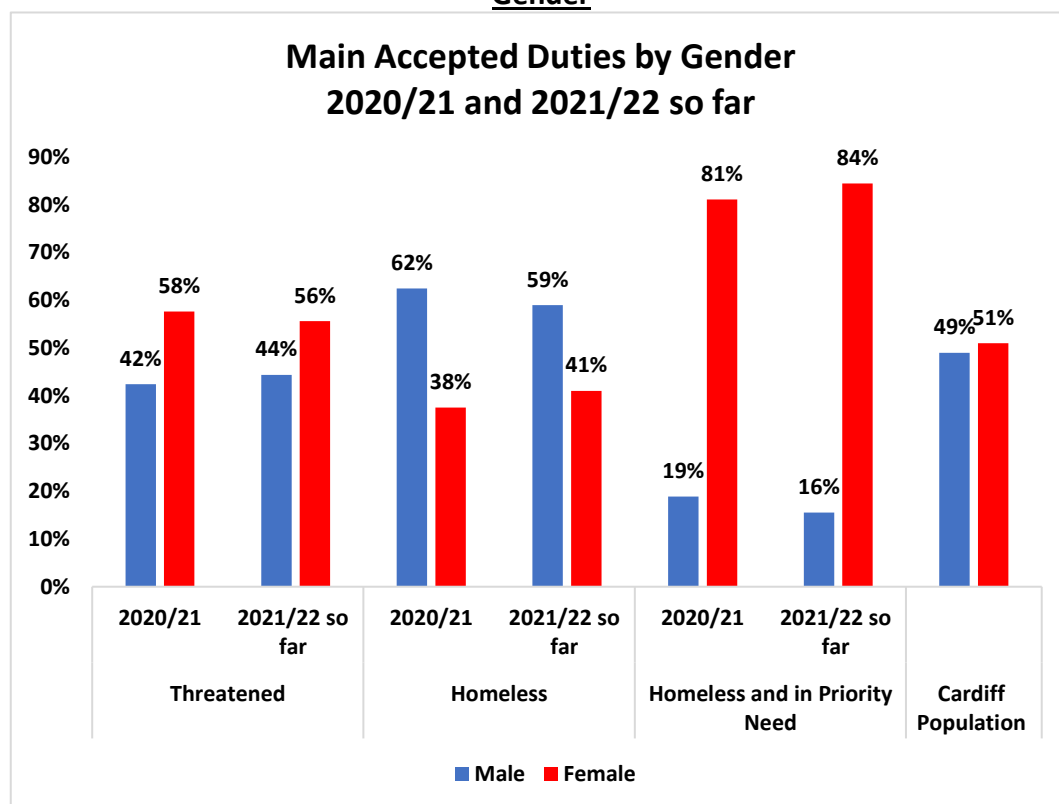
This has increased of 2021/22 so far to an average of 35%.

It should be noted that not all young people assisted with homelessness are recorded in the graphs above as many enter the service through Children's Services.

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Gender



Source: Housing Options Service Data and Mid-2020 Population Estimates

In 2020/21, of the 1,701 applicants found to be threatened with homelessness, 58% were female. Of those found to be homeless, 62% were male, however for those in priority need, there was a significantly higher proportion of females (81%).

In the first six months of 2021/22 of the 899 households found to be threatened with homelessness 56% of the main applicants were female. Of the 907 households found to be homeless 59% of the main applicants were male. For those in priority need of the 180 cases, 85% of household main applicants were female.

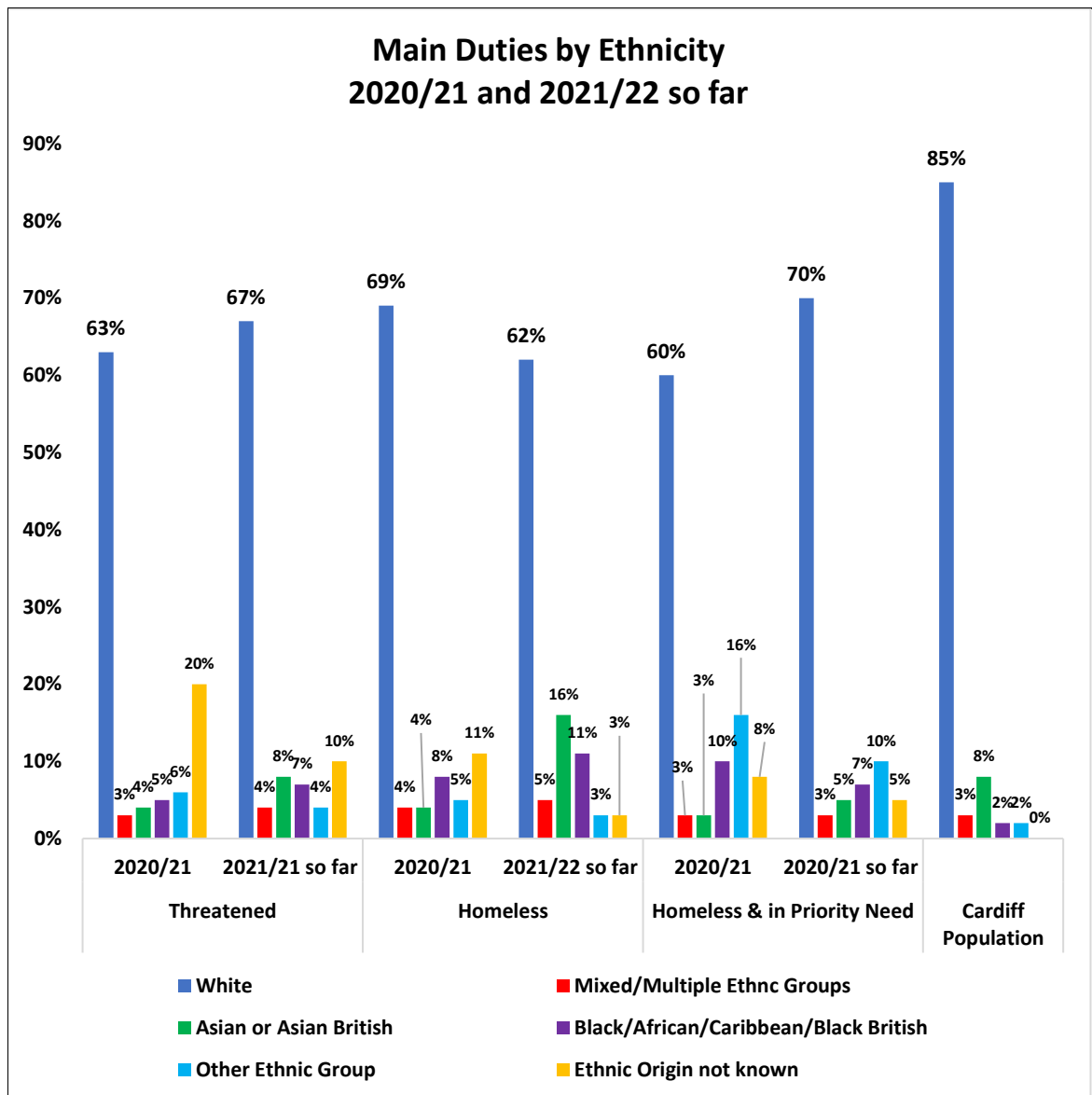
The high proportion of female clients threatened with homelessness and homeless and in priority need may be in part attributed to the fact that for administration purposes the female member of the household within a couple is always recorded as the main applicant.

Looking specifically at all single people over the period 2020/21 and the first six months of 2021/22, of those single person households threatened with homelessness, were male. For those single person households who became homeless, 1,330 (75%) were male.

Ethnicity

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Source: Housing Options Service Data and 2011 census

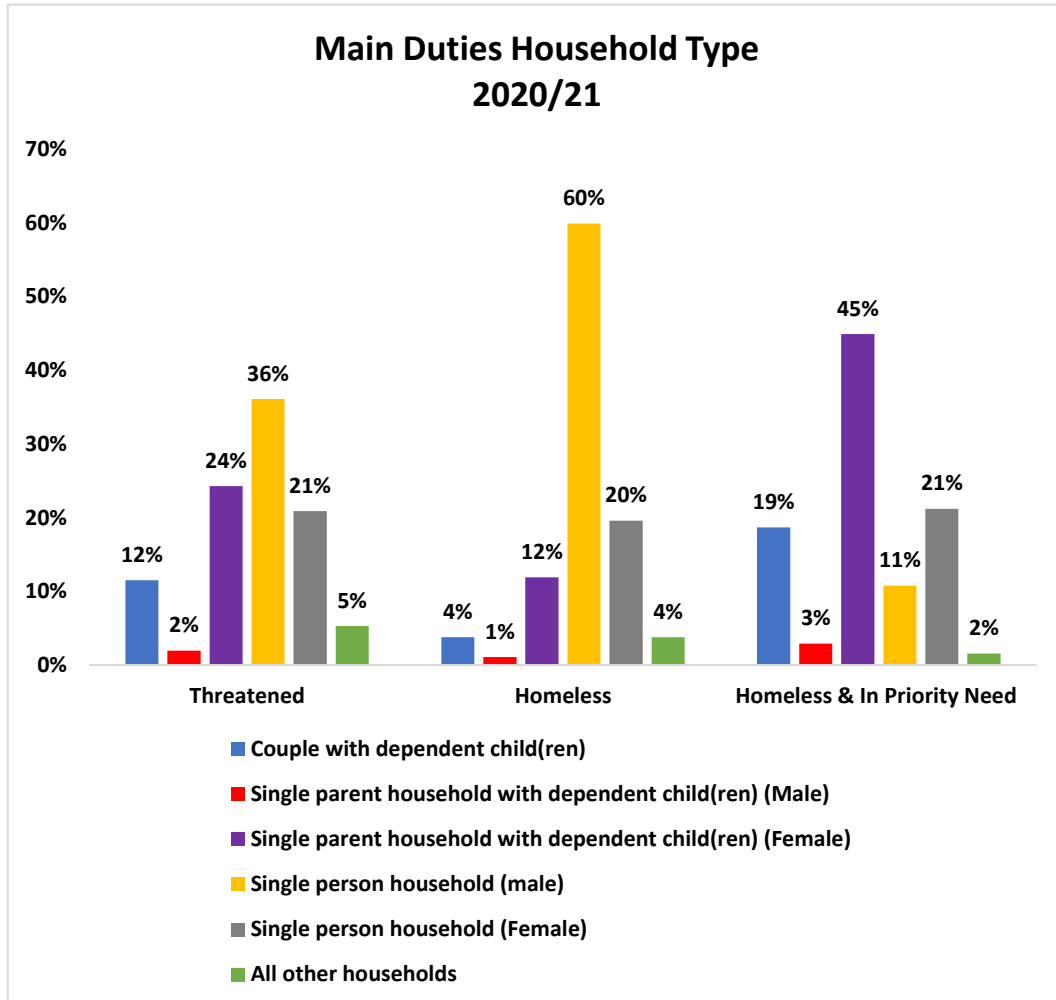
These graphs outline that although Black/African/Caribbean/Black British people account for 2% of the Cardiff population, according to the 2011 census, they accounted for 8% of homeless clients in 2020/21. In 2021/22 so far this has increased to 11%

Asian people account for 8% of the Cardiff Population. In 2020/21 4% of homeless clients were Asian, however, 2021 /22 so far this has increased to 16% of all homeless clients.

The high number of Ethnic Group not known is due to data coming from sources other than the Housing Options Service, with different monitoring systems in place.

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Household Type



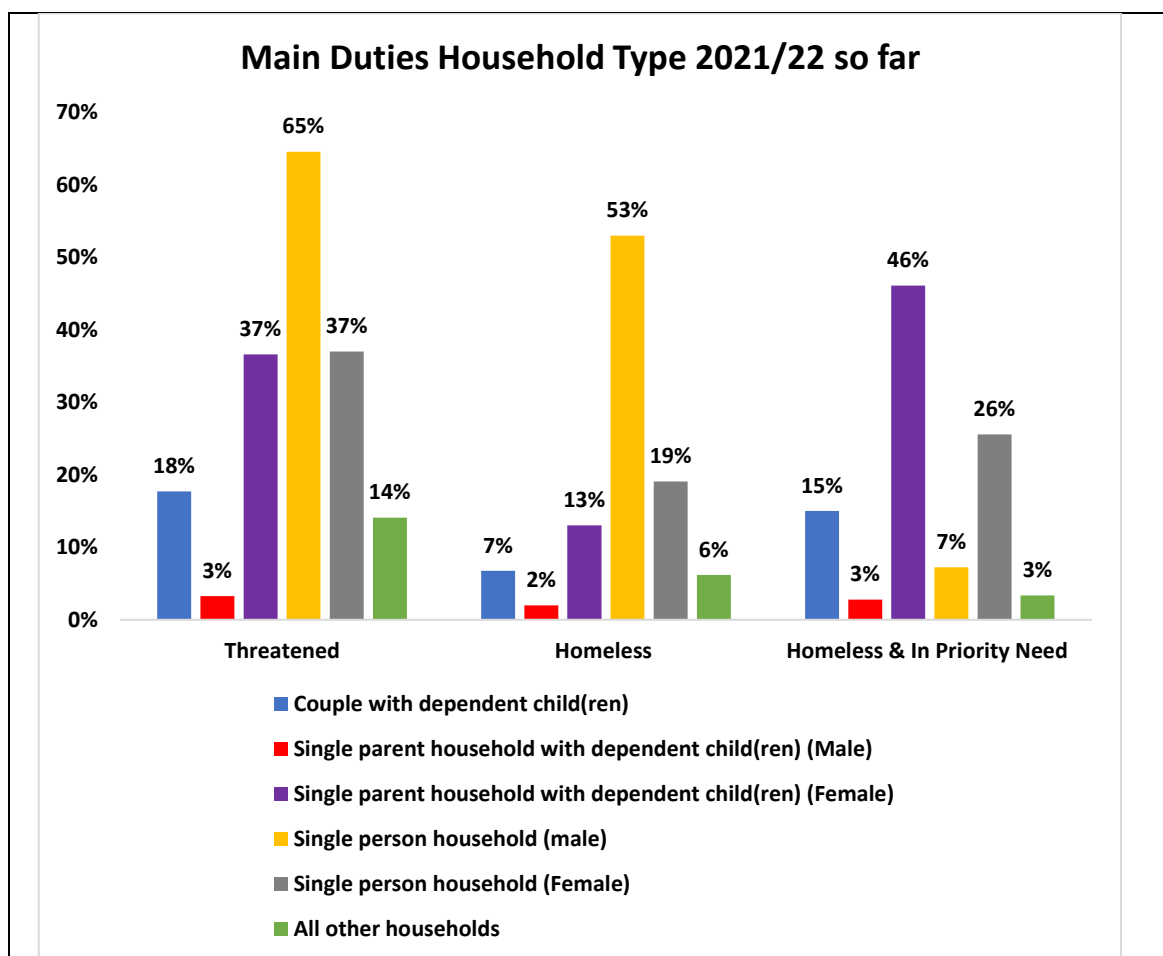
Source: Housing Options Service Data

In 2020/21 single females with dependent children accounted for 24% of all threatened with homelessness cases. Single Males accounted for 36%.

In 2020/21, 80% of households found to be homeless in Cardiff were from single person households. Of these households 60% were male.

The highest group found to be homeless and in priority need are single female parents.

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Source: Housing Options Service Data

In 2021/22 so far we have recorded an increase in the proportion of single males threatened with homelessness, from 36% in 2020/21 to 65% in 2021/22 so far.

Single males are still making up the large proportion of homeless households and female single parents again make up the largest group of those found to be homeless and in priority need.

Disability

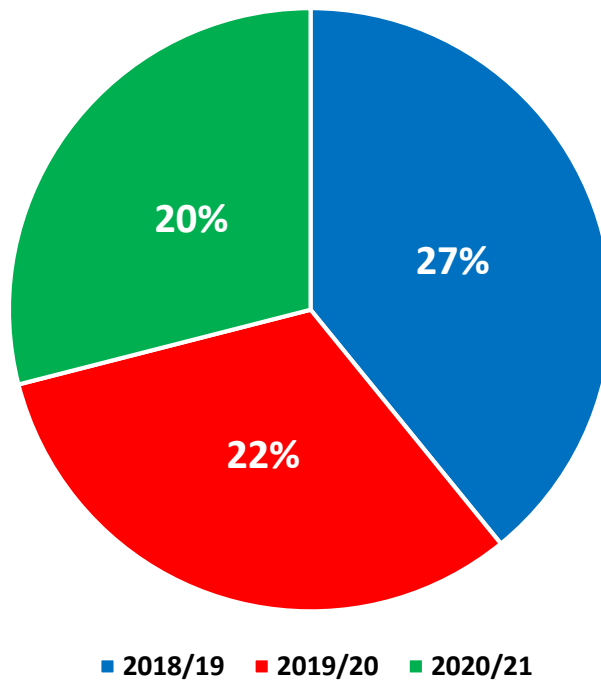
Supporting People Data

Supporting People funded services provide housing-related support to clients who are homeless or at risk of becoming homeless.

The proportion of **Housing Support Clients** who identify as disabled between April 2018 and March 2021 is shown in the chart below:

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**Housing Support Clients - Disability
2018 - 2021**



Source: Housing Support Grant Data

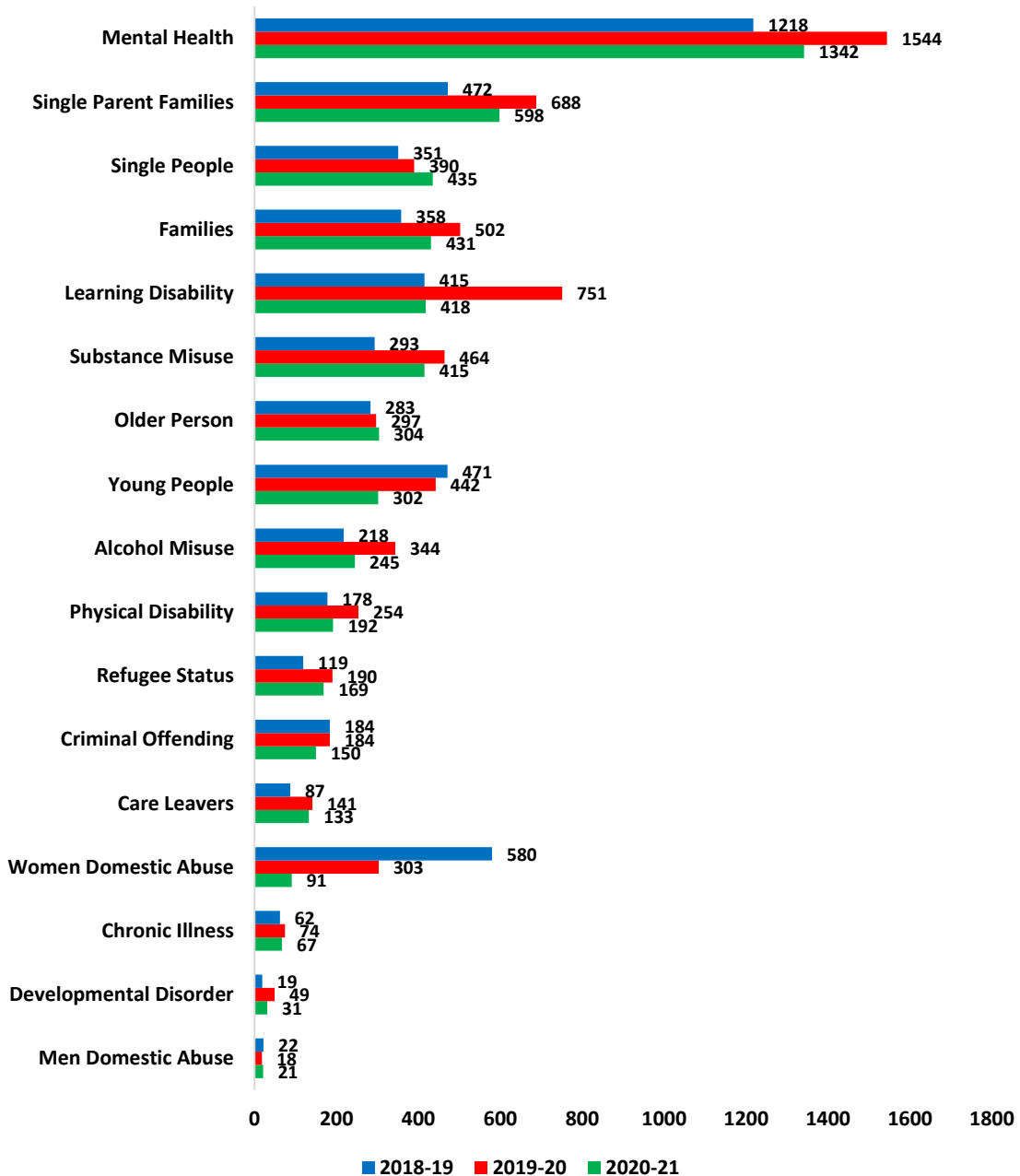
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- In 2020/21 20% of housing support clients considered themselves to be disabled.

The following graphs shows the lead and secondary support needs of all clients who received support between 2018 and 2021:

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All Housing Support Grant Service Users Lead Needs at Point of Referral 2018 -2021

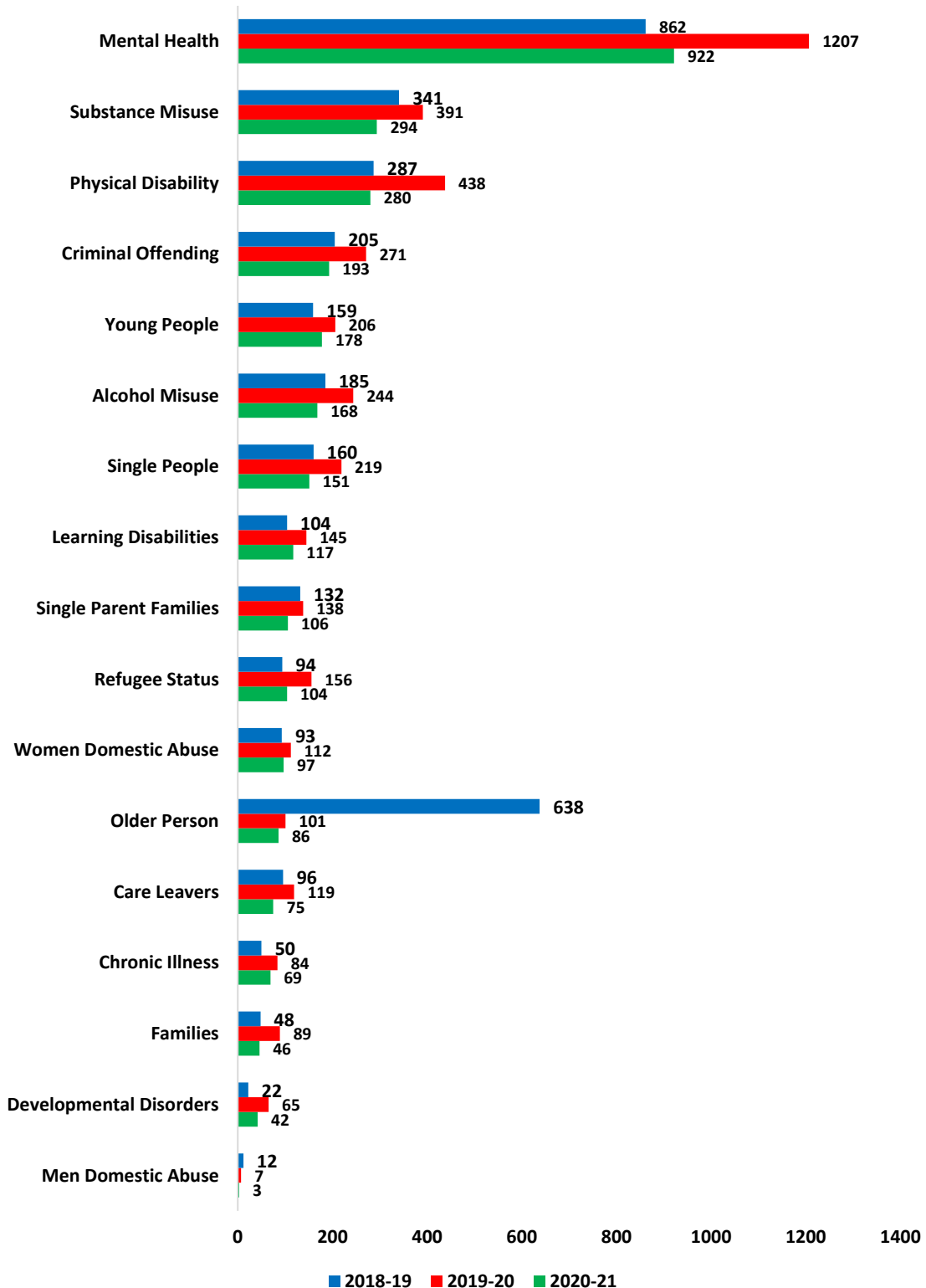


Source: Housing Options Service Data

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Housing Support Grant Service Users Secondary Needs
2018 -2021



Source: Housing Options Service Data

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- Mental health is the largest lead and secondary support need. It is a lead need for 24% of all service users and a secondary need for 29%.
- As a lead need, learning disability accounts for 9% of all service users. As a secondary need it accounts for 4% of all service users.
- Substance misuse as a lead need has increased by 42% (122) between 2018/19 and 2020/21. On average it is the lead need for 7% of service users. It is the secondary need for 10% of service users.
- On average alcohol use is the lead need for 4% of service users between 2018/19 and 2020/21 and the secondary need for 6% of service users.

We also record the lead support needs of our rough sleepers. A significant proportion of rough sleepers have one or more support needs relating to substance misuse, mental health or alcohol. Of the 29 individuals recorded as newly rough sleeping in September 2021, the following lead support needs were identified:

- Substance Misuse 5 (17%).
- Mental Health 8 (28%).
- Ex or Current Offender 3 (10%).
- Housing Support 4 (14%).
- Alcohol 1 (3%).

Priority Need and Disability

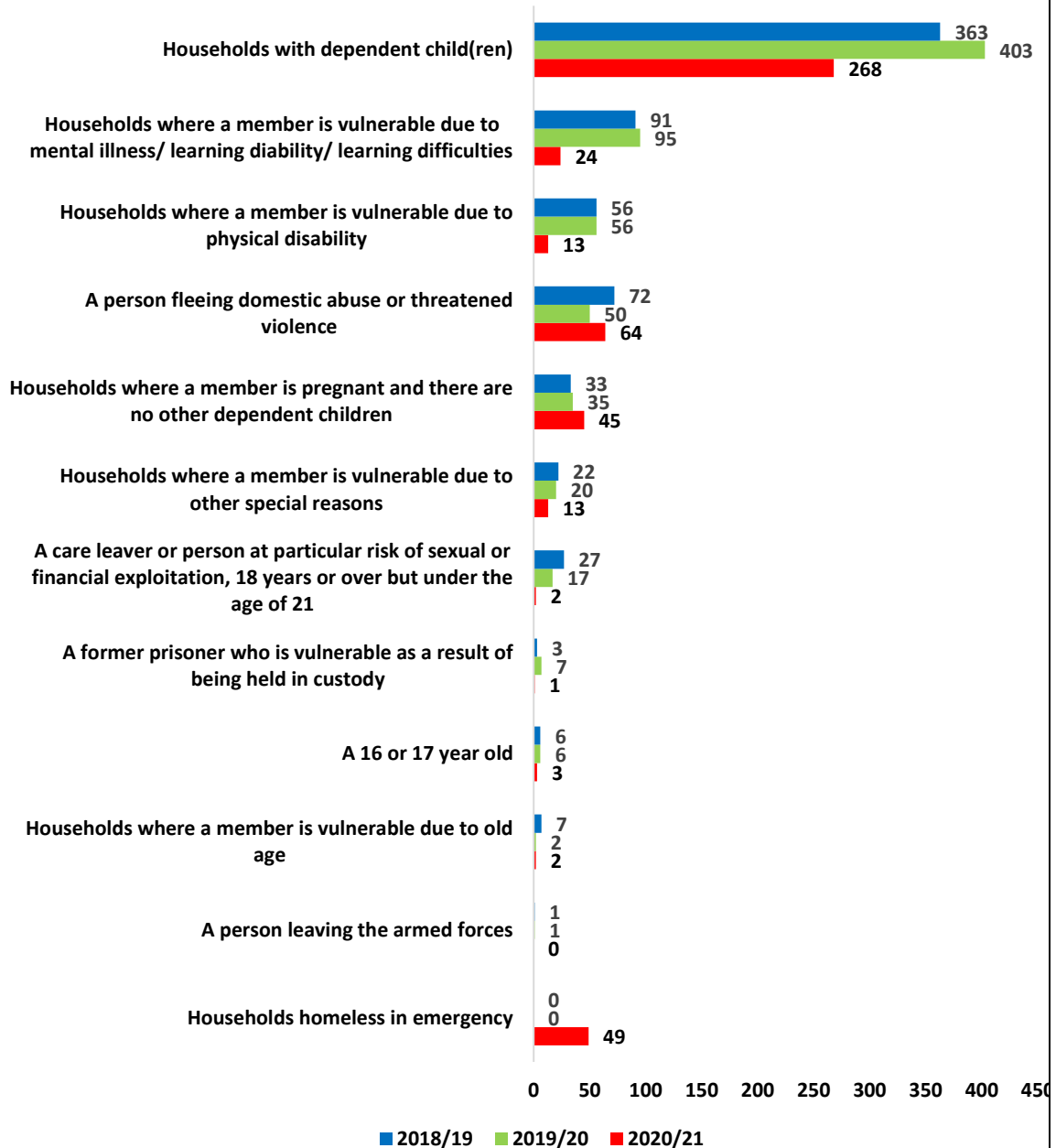
Legislation states ‘a person who is vulnerable as a result of old age, mental illness or handicap or physical disability or other special reason, or with whom such a person resides or might reasonably be expected to reside’ can be considered in priority need for housing.

In 2020/21 as part of the response to the Covid-19 pandemic anyone at risk of or rough sleeping were to be accommodated by the Local Authority and were to be priority need. Also, in 2020/21 there were fewer priority need decisions made as more households were able to have their homelessness relieved before a priority need decision needed to be made. This resulted in a 30% reduction in the number of priority need outcomes between 2019/20 and 2020/21.

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Priority Need Categories 2018 - 2021



Source: Housing Options Service Data

In 2020/21 there were 13 households found to be priority need due to a physical disability, a 76% reduction on 2019/20.

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3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative/]** on younger/older people?

| | Yes | No | N/A |
|----------------|-----|----|-----|
| Up to 18 years | x | | |
| 18 - 65 years | x | | |
| Over 65 years | x | | |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

In 2020/21, 21% of all homeless households and 32% of all priority need homeless households were under the age of 25. This has increased in 2021/22 so far to an average of 35%.

The Strategy will have a positive differential impact for young people.

Clients aged 16-25 are able to access a specific 'Young Persons Gateway', which brings together advice, family mediation, support and accommodation to ensure that young vulnerable people can access housing services best suited to their needs.

What action(s) can you take to address the differential impact?

There are a number of strategic priorities in the strategy aimed at improving homelessness and support services for young people.

We will review the findings of the Upstream Cymru Project. The project aims to identify school aged children and their families who may be at risk of homelessness to provide early intervention and targeted support. We will be looking at the project to consider further targeted interventions as previous studies saw that youth homelessness can be reduced by 40% where such a scheme is implemented.

We will review and enhance our advice and meditation services, with particular regard to young people, preventing family breakdown wherever possible.

We will better understand the support needed for young people presenting with complex needs and develop specialist services as needed.

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3.2 Disability

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

| | Yes | No | N/A |
|---|-----|----|-----|
| Hearing Impairment | | | |
| Physical Impairment | x | | |
| Visual Impairment | | | |
| Learning Disability | | | |
| Long-Standing Illness or Health Condition | | | |
| Mental Health | x | | |
| Substance Misuse | x | | |
| Other | | | |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

It is expected that the Strategy will have a positive impact on clients with disabilities - specific issues have been identified around mental health and complex needs.

Mental Health

Mental Health issues are the lead need for clients accessing support services.

Complex Needs

A significant proportion of rough sleepers have one or more support needs relating to substance misuse, mental health or alcohol. Of the 29 individuals recorded as newly rough sleeping in September 2021, the following lead support needs were identified:

- Substance Misuse 5 (17%).
- Mental Health 8 (28%).
- Ex or Current Offender 3 (10%).
- Housing Support 4 (14%).
- Alcohol 1 (3%).

The significant levels of support needs shown in the snapshot are typical of the rough sleeper population, many of whom also have more than one support need

Physical Impairment

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Numbers of clients with support needs due to physical and /or sensory disabilities are relatively low, as are the numbers being found in priority need as they are vulnerable due to physical disability.

What action(s) can you take to address the differential impact?

Embed an assessment / triage approach for all those presenting as homeless, ensuring need is properly identified for both individuals and families, and that housing and support plans are tailored to individual need.

Continue to provide additional support to families with higher needs, working in partnership with the Early Help service.

The new Assessment Centre is the first point of contact for single people with complex needs that are homeless, including rough sleepers. It provides a 24-hour service, with a multi-disciplinary wellbeing assessment of need and provides good quality advice and information for single and vulnerable people in the city. As part of the Strategy, we will be reviewing its success and consider future development of the scheme.

3.3 Gender Reassignment

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on transgender people?

| | Yes | No | N/A |
|---|-----|----|-----|
| Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex) | | | X |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

3.4. Marriage and Civil Partnership

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

| | Yes | No | N/A |
|--|-----|----|-----|
|--|-----|----|-----|

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| | | | |
|-------------------|--|--|---|
| Marriage | | | X |
| Civil Partnership | | | X |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Currently provision exists within the Single Persons and Family Gateway to accommodate couples. No specific issues relating to this client group identified.

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

3.5 Pregnancy and Maternity

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on pregnancy and maternity?

| | Yes | No | N/A |
|-----------|-----|----|-----|
| Pregnancy | x | | |
| Maternity | | | |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Pregnant women and people who reside with them have a priority need for housing and will have access to accommodation via the Family Gateway. There is also support for pregnant young people through the Young Persons Gateway leading into the Family Gateway. The number of households in priority need due to a member being pregnant has remained fairly stable over the period 2018-2021.

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

3.6 Race

Will this Policy/Strategy/Project//Procedure/Service/Function have a **differential impact** on the following groups?

| | Yes | No | N/A |
|--------------------------------|-----|----|-----|
| White | | | |
| Mixed / Multiple Ethnic Groups | | | |
| Asian / Asian British | | | |

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| | | | |
|---|---|--|--|
| Black / African / Caribbean / Black British | X | | |
| Other Ethnic Groups | | | |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Black/African/Caribbean/Black British people account for 2% of the Cardiff population, according to the 2011 census, however they accounted for 8% of homeless clients in 2020/21. In 2021/22 so far this has increased to 11%

Asian people account for 8% of the Cardiff Population. In 2020/21 4% of homeless clients were Asian, however, 2021 /22 so far this has increased to 16% of all homeless clients.

There are a high number of households in Cardiff needing to move on from accommodation provided by the National Asylum Support Service (NASS) following a decision on their case who present to the Housing Options Services as homeless. This may account for the differential impact shown for certain ethnic minorities in our monitoring data, however further exploration is required.

What action(s) can you take to address the differential impact?

The reasons for differential impact of homelessness on Black/African/Caribbean/Black British and Asian groups will be explored further.

3.7 Religion, Belief or Non-Belief

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

| | Yes | No | N/A |
|-----------|-----|----|-----|
| Buddhist | | | x |
| Christian | | | x |
| Hindu | | | x |
| Humanist | | | x |
| Jewish | | | x |
| Muslim | | | x |
| Sikh | | | x |
| Other | | | x |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

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Religion is not reported in the Welsh Government data for homeless households, however the client survey report produced for the needs assessment does give a snapshot of the religious belief of 326 clients who responded to the survey. Of these respondents 317 answered the question on religion with 150 clients not regarding themselves as belonging to any particular religion.

| | No | % |
|---|-----|-------|
| Buddhist | 2 | 0.6 |
| Christian (Including Church in Wales, Catholic, Protestant and all other Christian denominations) | 108 | 34.1 |
| Hindu | 1 | 0.3 |
| Jewish | 0 | 0.0 |
| Muslim | 31 | 9.8 |
| Sikh | 1 | 0.3 |
| Other | 9 | 2.8 |
| Prefer not to say | 15 | 4.7 |
| No Religion | 150 | 47.3 |
| Total number of respondents | 317 | 100.0 |

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

3.8 Sex

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on men and/or women?

| | Yes | No | N/A |
|-------|-----|----|-----|
| Men | x | | |
| Women | x | | |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

The Housing Options Service data highlights a disproportionate number of clients who are single males. The reasons and possible actions to address this will be explored as part of implementing the Strategy.

The Strategy will have a positive impact on females. Much of Cardiff's hostel provision is mixed sex, however the Gender Specific Gateway meets the growing need for accommodation based on gender, particularly for women fleeing Domestic Abuse or Sexual Violence.

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However, in 2020/21 60 women were unable to access specialist domestic abuse accommodation and had to be housed elsewhere.

What action(s) can you take to address the differential impact?

The reasons for the differential impact of homelessness on males will be explored further in taking forward the Strategy.

We will also be working to ensure all those who experience domestic abuse are able to access specialist support.

3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

| | Yes | No | N/A |
|-----------------------|-----|----|-----|
| Bisexual | | X | |
| Gay Men | | X | |
| Gay Women/Lesbians | | X | |
| Heterosexual/Straight | | X | |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No impact identified.

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy and that the most vulnerable continue to be supported.

We have made a commitment in the Strategy to gain a better understanding of diverse groups such as the LGBT community and how homelessness affects them.

3.10 Welsh Language

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Welsh Language?

| | Yes | No | N/A |
|----------------|-----|----|-----|
| Welsh Language | | x | |

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

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All Welsh language policies will be followed. Service users are able to express a language preference upon their first contact with services.

What action(s) can you take to address the differential impact?

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted by the implementation of the Strategy.

4. Consultation and Engagement

What arrangements have been made to consult/engage with the various Equalities Groups?

Consultation has taken place with partners as part of the Needs Assessment and comments have informed aspects of the Strategy.

Consultation has also taken place with those who have accessed homelessness and support services to establish their views on current services and improvements required. These views have fed into the Needs Assessment and Strategy.

5. Summary of Actions [Listed in the Sections above]

| Groups | Actions |
|---------------|---|
| Age | <p>We will review the findings of the Upstream Cymru Project. The project aims to identify school aged children and their families who may be at risk of homelessness to provide early intervention and targeted support. We will be looking at the project to consider further targeted interventions as previous studies saw that youth homelessness can be reduced by 40% where such a scheme is implemented.</p> <p>We will review and enhance our advice and meditation services, with particular regard to young people, preventing family breakdown wherever possible.</p> <p>We will better understand the support needed for young people presenting with complex needs and develop specialist services as needed.</p> |
| Disability | Embed an assessment / triage approach for all those presenting as homeless, ensuring need is properly identified |

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| | <p>for both individuals and families, and that housing and support plans are tailored to individual need.</p> <p>Continue to provide additional support to families with higher needs, working in partnership with the Early Help service.</p> <p>We will be reviewing the success of the Single Person Assessment Centre and consider future development of the scheme.</p> |
| Gender Reassignment | None. |
| Marriage & Civil Partnership | None. |
| Pregnancy & Maternity | None |
| Race | The reasons for differential impact of homelessness on Black/African/Caribbean/Black British and Asian groups will be explored further. |
| Religion/Belief | None. |
| Sex | <p>The reasons for the differential impact of homelessness on males will be explored further in taking forward the Strategy.</p> <p>We will also be working to ensure all those who experience domestic abuse are able to access specialist support.</p> |
| Sexual Orientation | We will gain a better understanding of diverse groups such as the LGBT community and how homelessness affects them |
| Welsh Language | None. |
| Generic Over-Archiving [applicable to all the above groups] | None. |

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

| | |
|---|---------------|
| Completed By :Jessica Hoops | Date:09/12/21 |
| Designation: Policy & Development Manager | |
| Approved By: Jane Thomas | |

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|---|---------|
| Designation: Director Adults, Housing and Communities | 9/12/21 |
| Service Area: Adults Housing and Communities | |

- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 2536 / 3262 or email equalityteam@cardiff.gov.uk