

# Community Impact Assessment

(Incorporating equality analysis and health considerations)

V2.0

**Name of Matter Assessed:**

**Overview and Scrutiny Review – Homelessness and Rough Sleepers**

**Who will make the decision:**  
(e.g. Cabinet/Board etc.)

Overview and Scrutiny will produce a report with its evidence, findings and recommendations and the Chair of the Overview and Scrutiny Committee will present this report to Cabinet for its consideration.

**Who has been involved in developing the matter:**

**Director:** Phil Harris, Head of Housing and Wellbeing  
**Lead Officer:** Tracy Tiff, Scrutiny Officer  
**Chair of the Scrutiny Panel:** Councillor Cathrine Russell

## **What is it:**

A Community Impact Assessment (CIA) is a document that summarises how the council has had due regard to the public sector equality duty (Equality Act 2010) in decision-making. This document can also be used to consider health and narrowing health inequalities (Health and Care Act 2012)

## **When to assess:**

A CIA should be carried out when you are changing, removing or introducing a new service, policy or function. The assessment should be proportionate; a major financial decision will need to be assessed more closely than a minor policy change.

## **Due Regard:**

To 'have due regard' means that in making decisions and in its other day-to-day activities the council must consciously consider the need to do the things set out in the general equality duty: eliminate discrimination, advance equality of opportunity and foster good relations.

In relation to health, we need to consider the potential short term and long term implication of for decisions that we take to support the Health and Wellbeing agendas.

How much regard is 'due' will depend on the circumstances and in particular on the relevance of the aims in the general equality duty to the decision or function in question. The greater the relevance and potential impact, the higher the regard required by the duty. We need to make sure that we understand the potential impact of decisions on people with different protected characteristics and also need to consider this information before and as decisions are being made. This will help us to reduce or remove unhelpful impacts and inequalities

## **Proposal Name:**

**Overview and Scrutiny Review – Homelessness and Rough Sleepers**

## Aims/Objectives and purpose of the policy/service/function

### Aims and objectives:

#### Purpose/Objectives of the Review

To review the way in which the Council and its partners engage with rough sleepers, consider the best way in which 'Housing First' can be used to reduce rough sleeping in the borough, and understand the nature and extent of 'hidden homelessness' and how it can best be addressed.

#### Key Lines of Enquiry

- To gain an understanding of why people sleep rough
- To gain an understanding of the causes and extent of rough sleeping in the borough, the impact that rough sleeping has on the health, safety and life expectancy of people who are sleeping rough, and the implications for safeguarding and community safety.
- To gain an understanding of the work that is currently being undertaken by Northampton Borough Council (NBC) and local groups, services and organisations to engage with rough sleepers
- To consider the effectiveness of the action that is being taken (by NBC and local groups, services and organisations) to help people who are sleeping rough to come off the streets
- To gain an understanding of the 'Housing First' model and consider how best it could be used to reduce rough sleeping in the borough
- To gain an understanding of the nature and extent of 'hidden homelessness' in the borough, including the profile of the people affected and what contact (if any) they have had with NBC, Northampton Partnership Homes or local advice agencies
- To explore various ways of connecting with, and engaging with, harder to reach groups
- To gain an understanding of the specific needs and assistance provided for young people, between the age of 16-25, including care leavers
- To gain an understanding of the specific needs and assistance provided for ex-Offenders
- To understand how data, statistics and demographics are gathered and used to meet the needs of rough sleepers, men and women, who are homeless

### Key actions:

Overview and Scrutiny (O&S) is a means of providing non-Executive Councillors the opportunity to inform policy development and critical friend challenge to the Council's Executive policy makers and decision makers (Cabinet). It also has a strong role in promoting the engagement of non-Executive Councillors in a diverse range of policy development activities, including performance improvement at the Council. Scrutiny aims to engage the community in its work either by attendance at meetings, public addresses to meetings, witness evidence, or co-optees to Scrutiny Reviews.

This Review will hear from a number of key stakeholders to ensure that a wide range of evidence is obtained to inform the Panel's information base.

The projected outcome of this Scrutiny Review is:

- To understand how rough sleepers are engaged with and to make recommendations for improvement, as appropriate.
- To understand the 'Housing First' model and to make recommendations on how it could be used to reduce rough sleeping in the borough
- To understand the nature and extent of 'hidden homelessness' and to make recommendations on how it could be tackled
- To understand how people become homeless

All Scrutiny Reviews link to the Council's Corporate Plan. Details of which are evidenced within the final report. In particular, this Scrutiny Review links to corporate priority 5 – Better homes for the future – helping you to have a home

### **Expected outcomes:**

- To understand how rough sleepers are engaged with and to make recommendations for improvement, as appropriate.
- To understand the 'Housing First' model and to make recommendations on how it could be used to reduce rough sleeping in the borough
- To understand the nature and extent of 'hidden homelessness' and to make recommendations on how it could be tackled
- To understand how people become homeless

### **Who will be affected and how:**

Overview and Scrutiny ensures that it adheres to the Council's statutory duty to provide the public with access to Scrutiny reports/agendas/minutes and other such documents. Meetings of the Overview and Scrutiny Committee/Scrutiny Panels are widely publicised, i.e.: on the Council's website, copies issues to the local media and paper copies available in the Council's One Stop Shop and local libraries.

This Scrutiny Review will look at issues such as how the Borough Council and its partners prevent homelessness and respond to those without homes in the borough

The Scrutiny Panel, in having regard to the general equality duty, will be mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This will be borne in mind as the Scrutiny Panel progresses with the review and evidence is gathered.

In order that the Scrutiny Panel obtains a wide range of views, a number of key witnesses will provide evidence :

- Internal expert advisors:
  - Cabinet Member for Housing, NBC
  - Housing Options and Advice Manager, NBC
  - Cabinet Member for Community Safety, NBC
  - Chair of the Community Safety Partnership (CSP) and the

## Community Safety Team

- External expert advisors:
  - Head of Protecting Vulnerable Persons, Northamptonshire Police
  - Director, NACRO
  - Director, NAS
  - Director of Public Health, Northamptonshire County Council
  - Director, Adult Social Care, NCC (specifically in relation to ex-Offenders)
  - Director, Housing First (England)
  - Manager, Hope Centre
  - Service Manager, Salvation Army
  - Service Manager, Jesus Army
  - Chief Executive, Central Northamptonshire CAB
  - Homelessness Charities such as:
    - Shelter
    - Crisis
    - Joseph Rowntree Trust
    - Big Issue
  - Healthwatch Northamptonshire
  - Director, Maple Access Centre
  - Director, SAAFA
  - Skype interview, or similar, link with American organisation regarding the Housing First initiative
  - MPs – Michael Ellis, Andrea Leadsom, Andrew Lewer
  - Community Co-Chairs, all Northampton Community Forums
  - Representative of the Landlords Forum
- Site visit(s) to the Hope Centre, Women’s Refuge, Oasis House; other organisations that support homeless people and rough sleepers, Emmaus Centre in Bedford. Representatives of the Panel to accompany the Out Reacher Workers and attend the Rough Sleepers count. Site visit to Re-Store Café. The Deputy Chair to visit Manchester.

Any recommendations that explore ways of working, training and employment opportunities enabling income inequality to be addressed will consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments will be integral to any reports including actions plans.

### **Approximately how many people will be affected:**

The impact of the Scrutiny report cannot be assessed until, at the earliest, an outline of a report has been developed. Therefore, within the Scrutiny Panel’s report it could suggest that any impact on the nine protected characteristics be taken into account.

However, any potential recommendations could have an effect on the community of the borough of Northampton, including:

- All residents
- Community Groups

- Key Partners

### **Expected date of decision:**

It is anticipated that the report of the Scrutiny Panel will be concluded in March 2019 presented to the Overview and Scrutiny Committee in May 2019 and to Cabinet in approximately July 2019. Cabinet will then become responsible for delivering the recommendations that it accepts.

### **Scope/focus of the assessment:**

#### **Please outline the scope and focus of the assessment:**

The Scrutiny Panel is mindful of the nine protected characteristics when undertaking scrutiny activity so that any recommendations that it makes can identify potential positive and negative impacts on any particular sector of the community. This will be borne in mind as the Scrutiny Review progresses and evidence is gathered. The final report of the Scrutiny Panel has a standard section entitled Community Impact Assessment and details the findings.

Any potential recommendations proposed by the Scrutiny Panel may have perceived adverse and beneficial effects for all diversity groups.

Evidence gathered from the key witnesses will be analysed and contained within the Scrutiny Panel's final report. The comments of the key witnesses will be minuted and published publicly within the [Council's meeting management system](#).

Should the Scrutiny Panel conclude the need for recommendations for change; the expected impact of these changes will be detailed within the Scrutiny Panel's final report.

The Scrutiny Panel's report, after it has been endorsed by the Overview and Scrutiny Committee, will be forwarded to the Council's Cabinet for consideration; Cabinet will then become responsible for delivering the recommendations that it accepts.

This Scrutiny Review will investigate how the Borough Council and its partners prevent homelessness and respond to those without homes in the borough.

The Scrutiny Panel, in having regard to the general equality duty, will be mindful of the protected characteristics when undertaking this scrutiny activity; so that any recommendations that it made could identify disproportionate and unintended potential positive and negative impacts on any particular sector of the community, including any potential mitigation required. This will be borne in mind as the Scrutiny Panel progresses with the review and evidence is gathered.

Any recommendations that explore ways of looking at how partners, locally, including the private sector, can work together in tackling homelessness and will consider impact and potential mitigation as appropriate and relevant across all protected characteristics. Impact assessments will be integral to any reports including actions plans.

## **Community Screening Outcome**

<b>Will the proposal:</b>	<b>Yes/No</b>
Eliminate discrimination, harassment or victimisation	Yes
Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it	Yes
Foster good relations between persons who share a relevant protected characteristic and persons who do not share it	Yes
Contribute towards health improvements or inequalities	Yes

## Relevant data and/or research

### Outline the information and research that has informed the decision:

<p>The number of public attending the Scrutiny Panel meetings is recorded.</p> <p>Any feedback received from the above is taken into consideration and used to formulate recommendations to improve the Service.</p> <p>Background data will provided to the Panel including:</p> <ul style="list-style-type: none"> <li>➤ Presentation to set the scene: <ul style="list-style-type: none"> <li>Rough sleeper engagement</li> <li>Homelessness in Northampton</li> <li>Housing First</li> <li>Tackling Hidden Homelessness</li> </ul> </li> <li>➤ Relevant national and local background research papers</li> <li>➤ Definitions – Rough Sleepers, homeless, and Hidden Homelessness</li> <li>➤ Homelessness Reduction Act 2017</li> <li>➤ Barriers to housing people and maintaining successful tenancies</li> <li>➤ Relevant Council Policies and Strategies</li> <li>➤ Statistics: <ul style="list-style-type: none"> <li>Rough sleeper data</li> <li>Hidden homelessness data and information</li> <li>Homeless data, including LGBT statistics</li> </ul> </li> <li>➤ Relevant Legislation: <ul style="list-style-type: none"> <li>Homelessness Reduction Act 2017</li> <li>The Health and Social Care Act 2012</li> </ul> </li> <li>➤ Relevant published papers on homelessness and rough sleeping, for example Central Government’s paper – <a href="#">Rough Sleeping (England) 2018</a>, <a href="#">Housing First - A Good Practice Briefing - Shelter</a></li> <li>➤ HomelessLink paper</li> </ul>
---

[https://www.homeless.org.uk/sites/default/files/site-attachments/Annual%20Review%202017\\_0.pdf](https://www.homeless.org.uk/sites/default/files/site-attachments/Annual%20Review%202017_0.pdf)

- Best practice external to Northampton
- Case studies – hidden homeless and rough sleepers

## Rationale for change

### What will you do if/when changes are agreed/introduced:

The purpose of this Scrutiny Review is

To review the way in which the Council and its partners engage with rough sleepers, consider the best way in which 'Housing First' can be used to reduce rough sleeping in the borough, and understand the nature and extent of 'hidden homelessness' and how it can best be addressed.

#### Key Lines of Enquiry

- To gain an understanding of why people sleep rough
- To gain an understanding of the causes and extent of rough sleeping in the borough, the impact that rough sleeping has on the health, safety and life expectancy of people who are sleeping rough, and the implications for safeguarding and community safety.
- To gain an understanding of the work that is currently being undertaken by Northampton Borough Council (NBC) and local groups, services and organisations to engage with rough sleepers
- To consider the effectiveness of the action that is being taken (by NBC and local groups, services and organisations) to help people who are sleeping rough to come off the streets
- To gain an understanding of the 'Housing First' model and consider how best it could be used to reduce rough sleeping in the borough
- To gain an understanding of the nature and extent of 'hidden homelessness' in the borough, including the profile of the people affected and what contact (if any) they have had with NBC, Northampton Partnership Homes or local advice agencies
- To explore various ways of connecting with, and engaging with, harder to reach groups
- To gain an understanding of the specific needs and assistance provided for young

## Identification of affected groups/individuals

List the groups/individuals that may be affected by the proposal:

Any potential recommendations could have an effect on the community of the borough of Northampton, including:

- All residents
- Community Groups
- Key Partners

## **Assess and/or undertake Consultation**

**Has there been specific consultation on this decision (if not, state why not and/or when this may happen):**

As part of the evidence gathering for this Scrutiny Review, a number of expert advisers will be consulted

**What were the results of the consultation:**

Consultation with various expert advisers will take place over a series of scheduled meetings, the outcomes of which will inform the evidence base of the Scrutiny Review, which will inform the findings, conclusions and recommendations of the Scrutiny Panel.

**Across the protected characteristics, what difference in views did analysis of the consultation reveal:**

Evidence gathered from all sources will be analysed and contained within the Scrutiny Panel's final report.

**What conclusions have been drawn from the analysis on how the decision will affect people with different protected characteristics:**

The Scrutiny Panel will, after completion of its evidence gathering, formulate conclusions and recommendations as appropriate, which will have the intended purpose of recommending a system of community participation and involvement with other Agencies and interested parties. Recommendations will link to SMART (Specific, Measurable, Achievable, Realistic and Time) objectives. Should the recommendations be accepted by the Council's Cabinet, they will then be implemented and necessary actions drawn up.

## **Assessment of impact on staff**

**Please give details of impact on staff, including staffing profile if/as appropriate:**

The Scrutiny Panel will, after completion of its evidence gathering, formulate conclusions and recommendations as appropriate, which will have the intended purpose of recommending a system of community participation and involvement with other Agencies and interested parties. Recommendations will link to SMART (Specific, Measurable, Achievable, Realistic and Time) objectives. Should the recommendations be accepted by the Council's Cabinet, they will then be implemented and necessary actions drawn up.



## Assessment of impact on wider community

**Please give details of any impacts to the community as a whole:**

The Scrutiny Panel will, after completion of its evidence gathering, formulate conclusions and recommendations as appropriate, which will have the intended purpose of recommending a system of community participation and involvement with other Agencies and interested parties. Recommendations will link to SMART (Specific, Measurable, Achievable, Realistic and Time) objectives. Should the recommendations be accepted by the Council's Cabinet, they will then be implemented and necessary actions drawn up.

## Analysis of impact by protected characteristics

### Assess the relevance and impact of the decision to people with different characteristics

Any issues around the findings which may impact on the 9 protected characteristics:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual Orientation
- Other socially excluded groups

Will be addressed as part of the report and recommendations of the Scrutiny Panel.

## Mitigation of adverse impact on staff/service/people

**Where any negative impact has been identified, please outline the measures taken to mitigate against it:**

N/A

## Publication of results

**This Impact Assessment will be published on the Council's website**

## Monitoring and review

**Please give details of how the changes will be monitored, and when the next review is due:**

Recommendations contained within the report of the Scrutiny Panel will link to SMART (Specific, Measurable, Achievable, Realistic and Time) objectives. Should the recommendations be accepted by the Council's Cabinet, they will then be implemented and necessary actions drawn up.

The Scrutiny Panel's report, after it has been endorsed by the Overview and Scrutiny Committee, will be forwarded to the Council's Cabinet for consideration; Cabinet will then become responsible for delivering the recommendations that it accepts.

The impact of the accepted recommendations contained with the final report of the Scrutiny Panel will be monitored six months after they have been accepted by Cabinet.

## **Conclusion**

**There should be no unlawful discrimination arising from the decision.**

**Please state how "Due regard" has been taken to the equality duty, and public health considerations:**

The impact of the Scrutiny report cannot be assessed until, at the earliest, an outline of a report has been developed. Therefore, with the report of the Scrutiny Panel it could suggest that any impact on the nine protected characteristics be taken into account.

**Please advise on the overall equality implications that should be taken into account in the final decision, considering relevance and impact:**

The impact of the Scrutiny report cannot be assessed until, at the earliest, an outline of a report has been developed. Therefore, with the report of the Scrutiny Panel it could suggest that any impact on the nine protected characteristics be taken into account.

**Signed:**

**Date:**