

## Template for Impact Assessment Level 1: Initial screening assessment

<b>Subject of assessment:</b>	Accommodation proposals to meet the housing needs of vulnerable homeless families and single people with complex needs, additionally those leaving care moving into semi independent living			
<b>Coverage:</b>	Service specific to ACT in relation to families and singles presenting as homeless, service specific to CSC for children leaving care			
<b>This is a decision relating to:</b>	<input type="checkbox"/> <b>Strategy</b>	<input type="checkbox"/> <b>Policy</b>	<input type="checkbox"/> <b>Service</b>	<input type="checkbox"/> <b>Function</b>
	<input type="checkbox"/> <b>Process/procedure</b>	<input type="checkbox"/> <b>Programme</b>	<input checked="" type="checkbox"/> <b>Project</b>	<input type="checkbox"/> <b>Review</b>
	<input type="checkbox"/> <b>Organisational change</b>	<input type="checkbox"/> <b>Other (please state)</b>		
<b>It is a:</b>	<b>New approach:</b>	<input checked="" type="checkbox"/>	<b>Revision of an existing approach:</b>	<input type="checkbox"/>
<b>It is driven by:</b>	<b>Legislation:</b>	<input type="checkbox"/>	<b>Local or corporate requirements:</b>	<input checked="" type="checkbox"/>

**Description:**

Insert short description, using the following as sub-headings:

- Key aims, objectives and activities

It aims to meet the housing and support needs of families and singles with complex needs who found themselves homeless through purchasing a supply of properties which can be utilised for the purpose of accommodating and providing support and then positively moving the residents onto their own independent tenancy. Two of the properties will include a ground floor living arrangement, which means that a 2<sup>nd</sup> reception room could be used as a ground floor bedroom and there is a downstairs bathroom, which means if someone cannot manage stairs in a property, they could still be accommodated, which would meet the needs of either parents or children with physical disabilities.

It aims to meet the housing and support needs of children leaving care through purchasing a supply of properties which be utilised for the purpose of a semi independent living offer to build up a young person's independent living skills until they are ready for their own independent tenancy, whereby they will be supported to move onto independence.

In achieving the above aims it will result in better outcomes for families and single people with complex needs and young people leaving care by providing both accommodation and support it will give assistance to enable people to live independent lives and successfully maintain their accommodation in future.

In achieving the above aims it will also create efficiencies and cost savings for the Council through reducing the usage of expensive private rented temporary accommodation for families and singles with complex needs, but also reduce the usage of Air BnB type accommodation for young people leaving care.

- Statutory drivers (set out exact reference)

In relation to families and single people with complex needs, the Local Authority has responsibilities as set out in the Homeless Reduction Act 2017, which includes a duty to relieve homelessness.

The Children and Social Work Act 2017 defines, for the first time in law, the role of corporate parents, in addition to expanding and extending support for care leavers, for example through the publication of a 'local offer for care leavers' and making personal advisers available for care leavers up to the age of 25. Part of this responsibility includes preparing young people for adulthood and independent living.

- Differences from any previous approach

Currently families and singles with complex needs, when presenting as literally homeless and in priority need, are placed in expensive private rented temporary accommodation. This is problematic for 2 reasons:



**Description (continued)**

1 Whilst it provides a roof over someone's head, there is little to no support provided. This is an issue when over a third of all people presenting as homeless have 3 or more support needs (ranging from mental health issues, history of offending, history of homelessness). It is also an issue when all but 2 of the current families in temporary accommodation are also either open or have been open to CSC in some capacity. So the approach being proposed does not only provide a roof over their heads but provides ongoing support whilst they are accommodated. This will address some of the vulnerabilities of these households and also help to prevent future presentations of either homelessness or to other services within the Council.

2 There is a cost to the Council of £1.29m during 23/24 (and expected to be similar in 24/25) through the use of expensive temporary private rented accommodation and B&B usage. This has been a dramatic increase in cost for the Council.

- Regarding young people leaving care. Currently there is no semi independent living offer for young people leaving care. In a recent consultation undertaken with young people leaving care, they said this was something they wanted. Choices are limited to either an independent tenancy, but many young people don't yet feel ready for, or supported housing, which in the consultation event young people we consulted with said they did not want, as for some it replicated too closely the experience of being in residential children's placements, which they did not want as they became an adult. Some of the units purchased will be 2 bedrooms and will be ground floor, so that if someone needs an overnight carer or has a physical disability, they could still be accommodated within this offer.

- This in total will create 60 extra units of accommodation with support, that does not currently exist and this is why currently people are getting stuck in temporary private rented accommodation or going into Air B&B type accommodation upon leaving care at 18.

- Key stakeholders and intended beneficiaries (internal and external as appropriate)

Internal Stakeholders

CSC – Pathways Team – will identify young people to go into the accommodation

ACT Service – will identify the single complex needs and the families to go into the accommodation.

Programme Management – will be involved in the purchase, arrangements with RSLs

Revenue and Benefits – Customers will be claiming Housing Benefit as it's exempt supported model of accommodation

External Stakeholders

Registered Social Landlords – will be providing the housing management and support



**Description (continued)**

**Intended beneficiaries**

Young people leaving care will have a supportive offer of accommodation if they are fully ready for independence, instead of having to go into Air B&B type accommodation. Currently the Council is projected to spend £225k on Air B&B, which is ultimately only a temporary offer of accommodation and gives the young people leaving care no security or support. This will provide both. There are currently 38 people requiring an accommodation offer as they turn 18. It will provide 20 units of accommodation and support will be provided at a ratio of 1:5 (each FTE frontline staff member will support 5 young people at any one time)

Families with children will benefit from more than a “roof over their head” when they become homeless. All but 2 families currently in temporary accommodation are known to Children Social Care. These families will benefit from accommodation and support to enable them to get their lives back on track. There will be 15 units of accommodation for families to stay an average of 6months.

Singles with complex needs will benefit from more than a “roof over their head” when they become homeless. There is a cohort of 454 singles/couples who presented as homeless, but it is a subset of this group who stay much longer and get stuck in the accommodation, with 50 (44 singles and 6 couples) who stay on average 150 days. There is a strong correlation between the length of stay and vulnerability. It is this group who need more support as well as an accommodation offer. There will be 25 units of accommodation with support, with an average stay of 6 months.

The Council would be able to create efficiency savings of £2,363,463 over 5 years, indirectly council tax payers could also potentially benefit.

In general, there is a high level of vulnerability amongst those who are accepted as homeless duty, which can be seen from the Homeless Statistics Oct-Dec 2023, which show out of 440 accepted as being owed a homeless duty, 143 of those had 3 or more support needs, which is nearly a third (32.5%).

	<b>Number of households</b>						
	<b>Households with no support needs owed duty<sup>1,2</sup></b>	<b>Households with unknown support needs owed duty</b>		<b>Households with one or more support needs owed duty<sup>1,2</sup></b>			
				<b>Total households with support needs</b>	<b>1</b>	<b>2</b>	<b>3+</b>
<b>Middlesbrough</b>	<b>83</b>	<b>0</b>		<b>357</b>	<b>103</b>	<b>111</b>	<b>143</b>

**Description (continued)**

**Interded outcomes**

Children leaving care – 20 young people every 18 months will be supported in a semi independent living offer meaning they can positively leave care and the Council can fulfil its corporate parenting responsibilities. During those 18 months, they will continue to be supported to build up their independent living skills and proactively helped to navigate the housing system in order to positively move onto an independent tenancy at the point they are ready. It will reduce the spend of Air B&B. It will stop young people leaving care with nowhere to go at 18 and having to present as homeless. It will save the Council £1,462,423 over 5 years.

Families with children – 30 families will be supported each year, as the intended stay will be 6 months for each family. By providing whole family support, as well as a roof over their head, parents and children will be supported, building upon skills to help the household be able to manage and sustain a tenancy for the long term. They will be proactively supported to find suitable long term housing for when they are ready to move on. It is expected to save the Council £735,003 over a five year period.

Singles with complex needs – 50 households will be supported and accommodated each year, as it expected that each household will stay an average of 6 months. They will continue to be supported to build up their independent living skills and proactively helped to navigate the housing system in order to positively move onto an independent tenancy at the point they are ready. It is expected to save the Council £509,063 over a five year period.

In all of these offers the support will be 2 fold.

1 Intensive Housing Management

2 Care, support and supervision.

In reference to the nature of the care, support and supervision, whilst the exact delivery model may vary, many RSL's align themselves to the LIFE model, which is:

Somewhere to Live

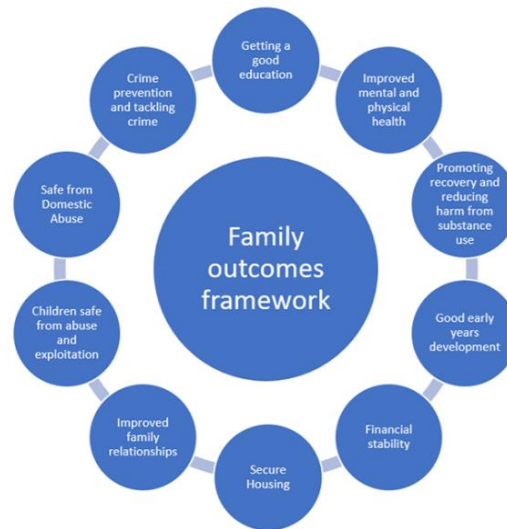
Independence, Health and Wellbeing

Financial Inclusion

Employment, Education and Training

The model of support is exempt supported as defined by Housing Benefit regulations. This means some of the support is actually intensive housing management and some of the support is classed as care, support, supervision.

In relation to the family units, the support provider would be expected to work in a whole family way, aligned the National Supporting Families Outcome Framework:



Live date:

When will this be implemented

If approved:

	<p>Purchase of the properties for the families and singles with complex needs would begin immediately, with a view that the first properties and support would be in place by Quarter 1 25/26 and the number of properties would continue to be purchased throughout 25/26.</p> <p>Purchase of the properties for usage as semi independent living offers for young people leaving care would begin immediately with a view that the first properties and support would be in place by Quarter 1 25/26 and properties would continue to be purchased throughout 25/26.</p>
<b>Lifespan:</b>	Properties and support start quarter 1 25/26, remainder of properties purchased throughout 25/26. Becomes BAU from 26/27 onwards.
<b>Date of next review:</b>	As the support to the residents and the housing management of the properties would be delivered by the RSL's, this would be somewhat dependent on the break clauses included in those contracts, which are yet to be determined as will be subject to negotiation.



Screening questions	Response			Evidence
	No	Yes	Uncertain	
<p><b>Human Rights</b>            Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*</p>	☒	☐	☐	<p>The proposals are more likely to enhance someone's human rights given the importance of housing is recognised in the United Nations Covenant on Economic, Social and Cultural Rights, which includes 'the right of everyone to an adequate standard of living for himself and his family, including adequate ... housing'. The United Kingdom is legally bound by this treaty.</p> <p>Evidence about availability of general needs accommodation from Tees Valley Home Finder for 23/24 <a href="#">Tees Valley Home Finder Data Middlesbrough 2023-24.xlsx</a> shows that currently even on band 1 (which is the highest level of need, there were times when people were waiting as long as 362 days for accommodation. So by providing an additional 60 units of accommodation, which will be achieved through this proposal, there is a much greater likelihood that households will be able to access accommodation sooner.</p>

\* Consult the Impact Assessment further guidance for details on the issues covered by each of these broad questions prior to completion.

**Equality**

Could the decision result in adverse differential impacts on groups or individuals with characteristics protected in UK equality law?  
Could the decision impact differently on other commonly disadvantaged groups?\*



The Public Sector Equality Duty (PSED) requires that when exercising its functions the Council must have due regard to the need to: -

- o eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by or under this Act.
- o advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- o foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

In having due regard to the need to advance equality of opportunity, the Council must consider, as part of a single equality duty:

- o removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- o taking steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it; and
- o encouraging people who share a protected characteristic to participate in public life or in any other activity in which participation is low.

The impact of this proposal will be increased ability to meet the additional needs of those with disabilities who present to the service. Improved support for children and their families, providing more appropriate As some of the properties purchased will include extra bedrooms or ground floor living arrangements, it means that households with disabilities or the need for carers will still be able to be accommodated within these offers.

Evidence used to inform this assessment includes:

1 Families – we undertook a deep dive exercise of those currently presenting as homeless. All but two of the households were already known to Children’s Services. A desktop review of the cases currently open showed that the families had multiple needs and not just the lack of accommodation. We expect to be able to support an additional 50 households per year. At present, no such service exists and all families go into temporary accommodation, even where that’s not the right offer for them because there is nothing else. So this is providing a service that doesn’t currently exist and thus enhances the offer to families.

Equality (continued)

- 2 Regarding young people leaving care – there are currently 38 young people due to leave care in the next 2 years with no clear route as to their accommodation options. Currently no such service exists in the borough to provide a semi independent living offer to young people leaving care and based upon consultation we did with young people leaving care, this is what they said they wanted, In line with UN Convention on the Rights of a Child, we need to listen to the views of children and act upon them. Results of that consultation can be found [here](#). Instead currently young people are currently turning 18, having to leave their placement and being placed in Air B&B. But this offer will allow a young people to build upon their independent living skills in a supportive way and be positively supported to move onto independence, thus removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic (assuming that the LA accepts that being a leaving care child is a relevant characteristic). This will provide an additional 20 units that currently don't exist.

3 Regarding single people with complex needs. Out of 454 singles/couples who presented as homeless, there is a subset of this group who stay much longer and get stuck in the accommodation, with 50 (44 singles and 6 couples) who stay on average 150 days. There is a strong correlation between the length of stay and vulnerability. It is this group who need more support as well as an accommodation offer. There will be 25 units of accommodation with support, with an average stay of 6 months. Currently no such offer exists for this group and they struggle to move on from the temporary accommodation and remain homeless for long periods. This offer will provide proactive support to this group to help rebuild their lives and then positively move onto independence.

It is important to note in all of these offers, they are not taking away resources from elsewhere in order to create this resource. The funding is a capital grant to purchase the properties and the support will be funded through a mixture of housing benefit and a small commission, which would be funded directly from the cost saving of not having to place this group in more expensive and yet less supportive private rented temporary accommodation.

-

<p><b>Community cohesion</b>          Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?*</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>RSLs will be expected to provide the housing management and support to the households accommodated. As part of this, they would be expected to give careful consideration to any community cohesion issues. For instance, if a newly granted refugee household required accommodation, but it was known there had been racist incidents in the very near vicinity, i.e. in the same street, then careful consideration would need to be given as to whether this is safe placement of accommodation, whilst at the same time ensuring choice and also ensuring that such issues are robustly being tackled.</p> <p>Evidence used to inform this assessment all RSLs are subject to regulation from the Housing Regulator. Two of the areas upon which RSLs are assessed by the regulator are:</p> <ul style="list-style-type: none"> <li>• The Neighbourhood and Community Standard which requires landlords to engage with other relevant parties so that tenants can live in safe and well-maintained neighbourhoods, and feel safe in their homes.</li> <li>• The Tenancy Standard which sets requirements for the fair allocation and letting of homes, as well as requirements for how tenancies are managed by landlords.</li> </ul> <p>If the RSL's were not meeting these standards, they would be sanctioned by the housing regulator and ultimately could have their status as a RSL removed.</p> <p>In addition, the fact that all of the accommodation will be a dispersed model, ie properties will be all over the borough, with no one concentrated area, unlike blocks of accommodation, it would be unlikely attract community tensions in the way a concentration of stock for one client group would.</p> <p>As part of the support, being neighbourly and adhering to the tenancy agreement will be part of the expectation of service.</p>
<p><b>Armed Forces</b>          Could the decision impact negatively on those who are currently members of the armed forces of former members in the areas of Council delivered healthcare, compulsory education and housing policies?*</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The proposal will ensure that those entitled to support under the existing Housing policy continue to have that met and this already has provision for those involved in the armed forces. The approach will improve outcomes for all.</p> <p>Evidence used to inform this assessment is the TVHF allocation policy which sets out that those who are in the Armed Forces will be given a band 1, which is the highest priority <u>The Tees Valley (beyondhousing.co.uk) (page 15)</u></p>

<p><b>Care leavers</b> Could the decision impact negatively on those who are care experienced?*</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The semi independent living offer will enhance the choices available to young people leaving care.</p> <p>Evidence used to inform this assessment include the list of commissioned accommodation for young people presently which is <a href="#">accommodation available to children leaving care.xlsx</a> which demonstrates there is currently no offer of semi independent discrete units of accommodation available to young people leaving care.</p> <p>Upon consulting with young people, this demonstrated that this is the offer of accommodation they want. Evidence of the consultation can be found <a href="#">here</a></p> <p>Currently spend there is £225,000 spent on Air B&amp;B because young people currently have nowhere to go upon turning 18 and leaving care. This new accommodation and support offer, which currently does not exist, will be provide them an opportunity to be accommodated and provided support to build upon their independent living skills. Currently there up to 38 young people aged 16-17 who would potentially benefit from this offer. This new offer will positively impact care leavers.</p> <p>Evidence from Tees Valley Home Finder showed that there were no young people aged 16 or 17 accommodated through general needs accommodation at all during 23/24. <a href="#">Tees Valley Home Finder Data Middlesbrough 2023-24.xlsx</a> Thus, by purchasing and providing this offer of accommodation and support, there is now a realistic chance young people will be accommodated.</p>
<p><b>Next steps:</b></p> <ul style="list-style-type: none"> <li>➡ If the answer to all of the above screening questions is No then the process is completed.</li> <li>➡ If the answer of any of the questions is Yes or Uncertain, then a Level 2 Full Impact Assessment must be completed.</li> </ul>				

<b>Assessment completed by:</b>	Suzanne Halliwell	<b>Head of Service:</b>	Richard Horniman
<b>Date:</b>	14/08/2024	<b>Date:</b>	14/08/2024