**Equality Impact Assessment Tool: Policy, Strategy and Plans
(Please follow the EQIA guidance in completing this form)**

NHS
**Greater Glasgow
and Clyde**

1.   Name of Strategy, Policy or Plan

Glasgow City Health and Social Care Partnership, Homelessness Service Savings 2019-20

This is a: **Savings Plan**

2.   Brief Description – Purpose of the policy, changes and outcomes, service or activities affected

The IJB approved Homelessness Service savings of £2.6 million on 27 March 2019, this will result in the decommissioning of a number of residential and outreach based services as well as additional service efficiencies. The services identified for decommissioning are:

- 4 male only residential services
- 1 female only residential service
- 4 mixed gender residential services

 The above plan does not impact on any specific protected characteristic group however may affect the individuals receiving the above services. The impacts have been detailed in section C. and D. within this report and have been considered within the decommissioning plan which is detailed in section E. Although this will result in a reduction of 99 residential placements, it is felt that these placement are no longer fit for purpose or fully meet the needs of the individuals within them. This will be achieved in keeping with strategic direction; the Equality Impact Assessment (EQIA) will review the impact of these savings and activities from the saving plan.

The GCHSCP has met with each of the purchased service providers to advise them of the impact the savings plan will have on their organisation, staff and current service users. Since 2016 there has been significant consultation with lived and living experience groups in relation to the Homelessness transformational change agenda. The Scottish Homelessness Information and Engagement Network (SHIEN), hosted by GHN developed a working group with people from a broad range of backgrounds and perspectives including: people with experience of homelessness, people working on the front line of homelessness services, homelessness service managers, homelessness service commissioners, community development staff and more to discuss the future developments within homelessness service provision in Glasgow. This group developed a survey which was shared with service users, staff and policy makers. The outcome of this survey can be found here: http://www.ghn.org.uk/wp-content/uploads/2016/03/Homelessness-in-Glasgow-REPORT.pdf

A risk management approach in relation to service user engagement has been considered, this is due to the savings plan not yet approved and the vulnerability and complex needs of the current service users. Careful consideration was given to the most appropriate time and approach when engaging with the people affected. Therefore if the Homelessness Saving Plan is approved by the IJB on 8th May 2019 a detailed decommissioning plan will be in place, with support from the Glasgow Homelessness Involvement & Feedback Team (GHIFT), hosted by GHN. This will involve direct engagement with all service users who will be directly affected by the service closures, as well as lived and living experience involvement groups. In addition GHIFT have been actively involved in supporting opportunities for people with lived and living experience of

homelessness to be actively involved in the consultation around the transformation change agenda and the Glasgow Alliance development.

The IJB has agreed that in order to ensure better outcomes for vulnerable people who find themselves at risk of or experiencing homelessness, a new approach to partnership working is required. "It recognised the need for innovation and constructive collaboration to transform and modernise services, with the key aims of ending rough sleeping and significantly reducing / preventing homelessness in the city. This would be achieved by developing innovative partnerships with people with lived experience, purchased sector providers and key housing and strategic partners working together to improve outcomes for individuals and families" (Glasgow Alliance Tender Report to IJB, 19th Sep 2018).

The Glasgow Alliance to End Homelessness is a partnership approach to working between GCGCHSCP and the purchased sector. The Alliance is designed to change the way purchased services are used and focuses more on local community-based services, working with people with lived experience, linking statutory services together with housing providers and promoting improved outcomes.

A number of factors were taken into account in considering the proposals as outlined in this report. These included, strategic relevance, accommodation types and condition, service models and types, outcomes and the potential to support people move on from homelessness services into mainstream tenancies or other mainstream or specialist services where longer-term support was required.

In addition to the above, service demand, turnover and sustainability were also taken into account

3. Lead Reviewer

David Williams

4. Please let all participants in carrying out this EQIA:

Ann Craig, Principal Officer, Commissioning Services

Pat Coltart, Commissioning Manager, Commissioning Services

Angela Dowdalls, Principal Officer, Commissioning Services

Jim McBride, Head of Adult Services

5. Impact Assessment

A. Does the policy explicitly promote equality of opportunity and anti-discrimination and refer to legislative and policy drivers in relation to Equality?

This is not a change to or introduction of new policy, the Homelessness Service savings plan will result in decommissioning and service efficiency activities and will link with current national and local strategy and the Glasgow Alliance to End Homelessness in terms of changing the way the GCHSCP operates in delivering services for improved outcomes for service users such as Housing First and frameworks linked to Scotland's Transition to Rapid Rehousing (Scottish Government's Homelessness and the Rough Sleeping Action Group

(HARSAG) paper, commissioned by Social Bite website: http://social-bite.co.uk/wp-content/uploads/2018/06/RRTP-Analysis-and-Review-JUNE-2018-pubv1.pdf)

A key objective of the Alliance in terms of equality impacting is: "to make decisions on a 'Best for people using services' basis;" (Glasgow Alliance Tender Report to IJB, 19th Sep 2018). This indicates a desire for all members of the future Alliance to ensure that a person-centric culture is adopted and protected characteristics are not only considered but also positively impacted. The aim of the Alliance is to reduce the time spent in Homelessness Services and use frameworks such as Scotland's transition to rapid rehousing to improve access to permanent tenancies. (Glasgow Alliance Tender Report to IJB, 19th Sep 2018 and GHN website http://www.ghn.org.uk/rapid-rehousing-transition-plan/). The Alliance will represent organisations who are committed to an approach that will best meet the needs and provide the best outcomes for service users.

GCHSCP and key stakeholders have a shared vision to eliminate homelessness in Glasgow, by ensuring that people have appropriate services and support options available to them, when they need them, and by seeking to prevent homelessness wherever possible. A rapid rehousing approach and increased availability of Housing First approaches will be key in the delivery of the above vision.

The GCHSCP progressed a rapid development of Housing First models to support the move away from traditional building based models and offer service users with multiple and complex needs more access to their own tenancies with intensive, outreach support packages with a trauma informed approach. This involved service user consultation in relation to individual impact but also included the transformational change agenda in homelessness service provision.

In addition the GCHSCP developed the Flexible Homelessness Outreach Support Services in 2017, these services are available to all homelessness service users and are designed offer support to individuals with complex needs, this service also has a trauma information approach and will develop individual support packages based on individual need and protected characteristics.

B. What is known about the issues for people with protected characteristics in relation to the service or activities affected by the policy?		
All	People at risk of or experiencing homelessness come from diverse, religious, cultural and personal backgrounds with a wide range of housing, support and care needs. The Homelessness Service savings plan links with current national and local strategy and the Glasgow Alliance to End Homelessness in terms of changing the way the GCHSCP operates in delivering services to achieve improved outcomes for people using services. To develop the Alliance and share future service provision, a co-production approach was taken with current homelessness providers, lived and living experience groups. The development of the Alliance will continue this partnership approach with providers and lived/living experience groups and will proactively	Equality Act 2010

Homelessness in Glasgow Report 2016, SHIEN-GHN |

	encourage engagement with protected characteristic groups and promote accessibility to homelessness services for all. The Alliance and the national strategy around rapid rehousing will inform the development of services that are able to respond to changing demands and individuals' needs and be inclusive, culturally appropriate and respectful. Care should be anticipatory to meet the needs of those with protected characteristics (defined in the Equalities Act 2010) rather than reactive. Considering equalities and how services will be delivered to service users with additional needs, such as, physical, sensory or literacy needs or who do not speak or read English, is fundamental to the work of the Alliance. Activity and materials used to promote the Alliance and its services will be appropriate for those from protected characteristic groups. This will include developing strategies to ensure appropriate service delivery to specific groups of service users, such as, women, pregnant women, individuals from black and minority ethnic communities, LGBTI communities, and individuals with disabilities. Monitoring of the uptake of specific groups of service users will be in line with the requirements of the Equality Act 2010.Protected characteristics should not be viewed separately and the connections and their collective impact should be considered. The Alliance will develop services that are able to respond to changing demands and individual needs and be inclusive, culturally appropriate and accessible. Care should be anticipatory to meet the needs of those with protected characteristics (defined within the Equality Act 2010) rather than reactive.	
Sex	The Alliance and the national strategy around rapid rehousing are designed to meet the needs of all people at risk of or experiencing homelessness. No one will be refused access to service, care or support via purchased services based on their gender. Homelessness Service provision will continue to reflect the gendered experience of the homelessness population.	Equality Act 2010
Gender Reassignment	Transgender people are one of the most marginalised protected characteristic group in the UK. Transgender people are likely to	Scottish Transgender Alliance – Transgender

	experience abuse at various points throughout their lives. In a study by the Scottish Transgender Alliance (2008), 25% of respondents said they had to move from a family home due to family responses. This often results in homelessness. 46% had experienced transphobic abuse in relationships and 62% had experienced transphobic abuse from strangers in public places. Homelessness service provision will continue to ensure its service responses are sensitive to the needs of transgender people.	experiences in Scotland 2008.
Race	Glasgow has the largest percentage of minority ethnic groups (12%) of all Scottish cities. Subsequently, People assessed as homeless or at risk of homelessness come from diverse, religious, cultural and personal backgrounds with wide ranging housing, support and care needs. Homeless applications recorded in Glasgow for 2016-17 reflected that 65.95% of the main applicants were white Scottish with the remaining 34.05% of other ethnic origin. The GCHSCP will continue to work to meet the diverse needs of the population we serve including ensuring there are accessible services, access to interpreting services and the provision of multi-lingual public information.	The Scottish Census 2011 and Scottish Government homelessness statistics annual report – Glasgow 2016-2017
Disability	According to the Scottish Census in 2011, 23% of Glasgow citizens (regardless of age) reported being limited by some form of long-term health issue or disability in their daily activities – either be "a little" or "a lot". There is a higher percentage of people with a disability in Glasgow than in other Scottish cities. This is also true of the national average of 20%. With an aging population within homelessness the homelessness purchased service provision will need to adapt to meet the needs of accessible homes and services.	Scottish Census 2011
Sexual Orientation	In 2015, 1.8% of Scottish adults aged 25-75+ identified their sexual orientation as LGBTI. Monitoring of the updates of specific groups of service users will be in line with the requirements of the Equality Act 2010. The GCHSCP will continue to work to meet the diverse needs of the population we serve	Scottish Surveys Core Questions 2015 Equality Act 2010

	including continuing to work to meet the distinct needs of LGBTI communities.	
Religion and Belief	The GCHSCP will continue to meet the needs of all people at risk of or experiencing homelessness, irrespective of faith or belief.	
Age	According to the Scotland Census 2011, there were 593,245 people living in the Glasgow City Health & Social Care area. There were 5378 homeless presentations in 2016/17. The majority of homelessness applications 72.9% are within the age range 26-59. Other Homeless applications: age range 16-17 1.8% age range 18-25 22.6% age range 60+ 2.7% The GCHSCP will continue to work across service provision to meet the specific needs of older people.	Scotland Census 2011 Scottish Government Homelessness Statistics annual HL1 report 2016/17
Pregnancy and Maternity	Pregnancy and Parenthood in Young People Strategy states that although parenthood is a positive experience for many young people, it is associated with increased risk of a range of poor social, economic and health outcomes for some. Good quality integrated support for young parents and their families will contribute to better engagement with support services and in the longer term, greater engagement in education, training and employment. This in turn will contribute to improved health and social outcomes for young parents and their children. The GCHSCP will through the development of the Glasgow Alliance and the Rapid Rehousing Transition Plan will ensure that we respond to the needs of pregnant women ensuring access to appropriate accommodation and support.	Scottish Government March 2016
Marriage and Civil Partnership	Not appropriate for this assessment	
Social and Economic Status	Glasgow had the highest number of births in Scotland at 6,833 (3,505 male and 3,328 female) in 2016. There were 49 still births which is the highest number across all local authorities, at 21% of the overall figure across Scotland. Over 34% of children in Glasgow were living in poverty in 2017. This is the highest among Scotland's major cities.	National Records of Scotland 2016 Understanding Glasgow

	Just over three in ten adults (31 per cent) in the 10 per cent most deprived areas of Scotland rated their neighbourhood as a very good place to live in 2016, compared to almost eight in ten (78 per cent) of those living in the 10 per cent least deprived areas. We know that there are areas of Scotland where people face multiple, complex challenges; many have borne the brunt of welfare reforms and increasing pressure on public expenditure. Through our work, we see the everyday impact of a whole range of issues including poverty, drug and alcohol misuse and social isolation.	
Other marginalised groups (homeless, addictions, asylum seekers/refugees, travellers, ex-offenders)	There are areas of Scotland where people face multiple, complex challenges with contributing factors such as welfare reforms and increasing pressure on public expenditure. These challenges manifest in a whole range of issues including poverty, drug and alcohol misuse and social isolation. Addressing Complex needs is key to the approach to delivering services to people with multiple needs and who are or at risk of homelessness.	Services (May 2018) Fiona Duncan, Chief Executive, Lloyds TBS Foundation Scotland – At the heart of funding Scotland's charities.

C.   Do you expect the polity to have any positive impact on people with protected characteristics?

	Highly Likely	**Probable**	**Possible**
General	The saving plan will offer access to joined-up service, which promote health and wellbeing and enable people to focus on their strengths and abilities to maximise their potential for independent living. In addition it will offer services that are more appropriate and person centred by moving away from outdated and inappropriate shared living provision and move towards	N/A	N/A

	offering people access to their own homes with assertive support packages.		
Sex	The proposed plan will move away from inappropriate shared living and mixed gender provision, with improved access to secure homes which will offer improved gender specific provision.	N/A	N/A
Gender Reassignment	The proposed plan will move away from inappropriate shared living and mixed gender provision, with improved access to secure homes which will offer improved gender specific provision.	The development of local community based services will improve resources and capability and may improve provision for people who consider identify as transgender.	N/A
Race	N/A	The plan will support a move towards offering people access to their own with development of local community based services improving resources and capability and may improve provision for people from minority ethnic communities.	N/A
Disability	The proposed plan will reduce the number of accommodation based services which no longer meet the needs of people affected by disabilities and /or mobility issues. There will be improved access to	N/A	N/A

	individual accessible secure homes which will better meet the needs of people with a disability.		
Sexual Orientation	N/A	The development of local community based services will improve resources and capability and may improve provision for people who consider themselves as LGBTI+.	N/A
Religion and Belief	N/A	The development of local community based services will improve resources and capability and may improve provision for local faith-based groups.	N/A
Age	Ensuring individuals, irrespective of age, have access to joined-up services, which promote health and wellbeing and enable people to focus on their strengths and abilities to maximise their potential for independent living.	N/A	N/A
Marriage and Civil Partnership	N/A	The development of local community based services will improves resources and capabilities and may improve provision for all.	N/A
Pregnancy and Maternity	Better supports and identification of families that need support at an earlier stage will be the key to our homelessness	N/A	N/A

	prevention and support strategy.		
Social and Economic Status	The Homelessness savings plan links to the national and local homelessness strategy as well as the Glasgow Alliance agenda, these are designed to best address the housing, support and care needs of people experiencing poverty and deprivation who are or at risk of homelessness.	N/A	N/A
Other marginalised groups (homeless, addictions, asylum seekers/refugees, travellers, ex-offenders)	The plan will offer people with complex needs, included in the other marginalised groups access to secure homes and assertive support packages via Housing First approach	N/A	N/A

D. Do you expect the policy to have any negative impact on people with protected characteristics?

	Highly Likely	**Probable**	**Possible**
General	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in	None

		residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	
Sex	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a	None

		robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	
Gender Reassignment	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	None
Race	None	• The homelessness saving plan requires decommissioning	None

		and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	
Disability	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation.	None

		• The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	
Sexual Orientation	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services.	None

		It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	
Religion and Belief	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	None
Age	None	• The homelessness	None

		saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	
Marriage and Civil Partnership	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from	None

		existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	
Pregnancy and Maternity	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing	None

		homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	
Social and Economic Status	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives	None

		with assertive support if required.	
Other marginalised groups (homeless, addictions, asylum seekers/refugees, travellers, ex-offenders)	None	• The homelessness saving plan requires decommissioning and service reduction therefore will impact on current service users receiving support as a result of requiring resettlement from existing accommodation. • The plan will result in a reduction in residential places and outreach supports to existing service users and also any new service users accessing homelessness services. It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.	None

E Actions to be taken – please list amendments to the policy following assessment.		
		Responsibility and Timescale
1 Changes to policy	There are no changes to policy	

| 2 action to compensate for identified negative impact | It is however envisaged that this will be mitigated by a robust decommissioning plan which will identify more appropriate secure housing alternatives with assertive support if required.

A draft decommissioning plan has been developed to support the service closures and the changes to service provision. This will be supported by Senior Management, Commissioning and Statutory Teams. There will also be individual impact assessments for all service users who are affected by these changes and this will involve close engagement with individuals who will be required to be resettled from existing accommodation, on a one to one and group basis. This will be facilitated by GHIFT and support to the individual will be provided by statutory caremanagers and support staff. In addition the plan will consider the impact on protected characteristics

In addition to the above the plan will also ensure that there are streamlined processes for all individuals within affected service to have a robust resettlement plan which is more appropriate to their needs, this will include a rapid rehousing approach for people to access their own home and a housing first approach for those who have complex needs, again offering them their own home with assertive support packages. The decommissioning plan will also support individuals to access more stable and long-term support within the wider Adult Support provision and allow them to progress out of homelessness. This will also support the homelessness strategy in moving away from building based models and moving towards offering people access to their own homes with assertive support plans which meet their needs.

The commissioning team will work closely with all providers to support them through the decommissioning process to minimise the impact this has on the organisation and ongoing service delivery. | **Homelessness Management Team, Commissioning Team, GHIFT and Purchased Providers – October 2019** |

3 Further monitoring – potential positive or negative impact	Regular monitoring of the savings/decommissioning plan and commissioned service via existing, formal reporting systems to ensure service provision meets the needs of the individuals and communities, this will include the monitoring of support to protected groups.	**Homelessness Management Team and Commissioning Team – Ongoing**
4 Further **information required**	The first action that will be progressed on approved of the Savings Plan will be to meeting with GIFT (provisional date 9th May) to progress the service user engagement and develop impact assessment plans for those requiring alternative resettlement plans.	**Commissioning Team & GHIFT – 9th May 2019**