

# Appendix B

## Equality, Diversity, Cohesion and Integration Impact Assessment



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

<b>Directorate: Housing Services</b>	<b>Service area: Housing Strategy &amp; Solutions</b>
<b>Lead person: Neera Tyagi</b>	<b>Contact number: 01132476384</b>
<b>Date of the equality, diversity, cohesion and integration impact assessment: 5<sup>th</sup> December 2010</b>	

<b>1. Title: Sector Wide Review SP Funded Domestic Violence Services</b>	
Is this a:	
<input type="checkbox"/> <b>Strategy</b>	<input type="checkbox"/> <b>Policy</b> <input checked="" type="checkbox"/> <b>Service</b> <input type="checkbox"/> <b>Function</b> <input type="checkbox"/> <b>Other</b>
Is this:	
<input type="checkbox"/> New/ proposed	<input checked="" type="checkbox"/> Already exists and is being reviewed <input checked="" type="checkbox"/> Is changing
(Please tick one of the above)	

### 2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Neera Tyagi	Housing Strategy & Solutions	Lead person for EIA
Debbie Forward	Housing Strategy & Solutions	Commissioner

### 3. Summary of strategy, policy, service or function that was assessed:

Environments and Neighbourhoods currently commissions 6 services for women and children at risk of domestic violence as follows:

Organisation	Service	Units	
Leeds Women's Aid	Refuge Provision	29	
	Floating support	12	
	Anelli – trafficked women	2	
Leeds Housing Concern	Refuge – Sahara for women from BME backgrounds	16	
Behind Closed Doors	Outreach Support (SP)	45	
	Outreach support (Safer Leeds funded)		
HALT	Independent Domestic Violence Service (IDVA)	124	
<b>Total funding and women supported</b>		248	940,000

The council has undertaken a strategic review of all the above commissioned housing related and specialist support services for women who have experienced domestic violence in Leeds. This is the first strategic commissioning review of this sector. All of the services currently commissioned by the council to deliver support are either legacy services which transferred into the Supporting People programme in 2003, or are services which transferred into the programme during the last year where other external grant sources have expired.

A paper outlining the findings is attached.

#### Commissioning Proposals

The commissioning proposals set out below are intended make the most effective use of commissioning resources; improve equality of access; provide better value for money for the council and reflect more closely the choices currently being made by women who experience domestic violence. It is proposed to have a stronger focus on high risk victims referred through the MARAC process. Those households at risk of violence who don't fall into the high risk category can be accommodated and supported through commissioned services for other client groups. It is proposed to commission two new council contracts for domestic violence services through a competitive procurement exercise as follows:

## **A new refuge service**

It is proposed to reduce the number of refuge units commissioned by the council from 49 to 26 units using only the self contained refuge accommodation. This would involve retaining the purpose built refuge with 10 self contained units which would have 24 hour security and 16 dispersed units with emergency alarm call to provide a core and cluster arrangement. The new refuge service will be designed and specified to ensure:

- i) It caters for women who are trafficked and provide a culturally sensitive service to women from a wide diversity of backgrounds.
- ii) It facilitates the transfer of families into refuge accommodation in Leeds where they need to move from outside areas, but it is proposed that this is reduced to a maximum of 5 units (20%) at any one time. It is proposed to establish joint working protocols and reciprocal arrangements with sub regional authorities for cross boundary placements into commissioned refuge services.
- iii) A stronger focus on throughput and achieving housing outcomes for women and their families in shorter timeframes. To facilitate this Housing Services will provide a named link office as part of the development of a joint working protocol with the new commissioned services.

## **A new integrated outreach and IDVA support service**

- i) It is proposed to integrate the housing related floating support, outreach and IDVA functions into one comprehensive and coherent outreach service to deliver a 'wrap around' service to all victims of domestic violence and their families. This model will enable one pathway with streamlined referral and access arrangements. The integration will improve risk management and provide more flexibility enabling intensive support when the risks are high and less support when the risks reduce. The service would have an IDVA function to provide specialist support and advice as and when required. This model would support the choices currently being made by women experiencing violence.
- ii) Increase the capacity of the integrated support services to increase the number households supported at any one time to 200 to enable the service to cover the whole of the Leeds district. This will address the inequalities in access that currently exist and provide a more equitable service to women irrespective of which part of Leeds they are from. This model will provide flexible coverage to all three MARACs as the need arises.
- iii) The service will be culturally sensitive and be able to respond and support victims of domestic violence from a broad range of ethnic backgrounds in terms of language, religious and cultural needs. In particular it should be able to respond to the increasing number of Farsi speakers.
- iv) The service should be accessible and able to support men and their families who are subject to domestic violence. Again it is anticipated that the numbers will be relatively small.

Establish a small annual safeguarding fund to cover the immediate housing costs and safeguard those women subject to domestic violence but with no recourse to public funds.

**4. Scope of the equality, diversity, cohesion and integration impact assessment**

(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

The equality Impact assessment assesses accessibility and outcomes generated across the six equality strands for the existing commissioned domestic violence services. This will be used to establish the baseline equality position from which the new services will be assessed. The impact of the commissioning proposals for the two new services across all six equality strands will be considered and actions, particular in terms of service design will be identified to be included in the new service specifications and as part of the procurement exercise.

**4a. Strategy, policy or plan**

(please tick the appropriate box below)

The vision and themes, objectives or outcomes	<input type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>
A specific section within the strategy, policy or plan	<input type="checkbox"/>

**Please provide detail:**

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**4b. Service, function, event**

please tick the appropriate box below

The whole service (including service provision and employment)	<input checked="" type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input type="checkbox"/>
Procuring of a service (by contract or grant) (please see equality assurance in procurement)	

**Please provide detail:**

This review incorporated all housing related support and specialist support services commissioned by the council through the Supporting People programme where the primary client group is women who have experienced violence. This includes refuge provision, floating support, outreach and independent domestic violence advice services.

Linked services commissioned by NHS Leeds and Children's Services are also mapped as part of this review

## **5. Fact finding – what do we already know**

Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information)

### **Information on the services affected by the commissioning review: access and outcomes**

#### **1. Behind Closed Doors ( Jan 10- Nov 10)**

##### **Breakdown by ethnic origin (total referrals 109)**

- 78% referrals and admissions were white
- 22% referrals and admissions were Asian/ British Asian, mixed race or other and other black/black British. Service is accessible.
- All those referred were admitted into the service

##### **Disability**

- The length of stay in the service for women with disability is higher

##### **Religion**

- People stated their religion 24 Christian, 11 Muslims, 48 with no religion, 22 unwilling to answer. There were no referrals and admissions recorded from Hindu, Jewish or Sikh communities. The average length of stay for women from all religious groups is consistent.

##### **Age**

- There were 33 referrals/ admissions from women aged 16-24; 70 from women aged 26-50; 4 from women aged 51-65; 1 from women aged 65-80 and 1 from women aged 80 and above. The service is responsive to women of all ages

#### **2. Women's Aid**

##### **Ethnic origin**

- Number of referrals and admissions from women from BME backgrounds is high with 38% of referrals and 44% of those admitted to the service. It's a positive indicator that BME women are able to access generic refuge and floating support services;
- Planned departures from the service for women from black and ethnic minority backgrounds are consistent with the white women.
- Women's Aid does not currently collect information on faith and religion. This needs to be included within the new service specification

##### **Age**

- The admission level for younger women is similar to the women of the age range 25 to 50 years. However the level of admissions for those over the age of 50 drops significantly. During the monitoring period there were 76 referrals but only 2 admissions.

This trend was also found in Sahara and probably reflects the different choices made by older women whose children have grown up. The length of stay before securing a housing outcome for women above 50 is higher and this needs further exploration.

#### **Disability**

- A significant percentage of women with mental health problems are admitted into the service (16 out of 98 admissions). The average length of stay is slightly higher before a planned move on outcome was achieved.

### **3. Leeds Housing Concern Sahara Refuge (Jan 10- Nov 10)**

#### **Ethnic Origin (total referrals 65)**

- Service currently caters for predominantly Asian/ British Asian women and black /Black British women
- The average length of stay for mixed race women is higher than other groups and this needs further exploration.

#### **Faith / religion**

- Sahara collects information on faith and religion. Referrals received from Christian, Muslim and Sikh women and no referrals from Jewish, Hindu, Buddhist and Rastafarian women.
- Women with Mental Health, Learning Disability, and Physical & Sensory impairment are able to access the service; however the length of stay is considerably longer before a suitable housing outcome is achieved. This needs to be explored further and service changes made as part of the specification and procurement to ensure these needs are addressed.

#### **Age**

- All 60 women accommodated at Sahara during the monitoring period were under the age of 50. The length of stay and planned move on outcomes were consistent what ever the age. No women over the age of 50 were referred or admitted to the service. This is similar to the finding at Leeds Women's aid refuge and is likely to reflect the different choices made by older women whose children have grown up.

#### **Disability**

- Significant number of women (9 out of 60) had mental health problems. Smaller numbers from the other disability groups were accommodated. The length of stay before achieving a planned move on is much higher for those with a disability.

### **4. HALT (Jan 10- Dec10)**

#### **Ethnic Origin - access and outcomes (total referrals – 801)**

- 78% referrals were white and out of these 62% women got intensive support and 89% helped through court
- 5.3% referrals were Asian/ British Asian and 39.5% got intensive support and 100% helped through court
- 3.4 % referrals were mixed background and 2.4% were Black/Black British

#### **Age**

- The service caters for women of all age groups and the outcomes achieved in terms of support through court and reduction in risk is consistent across all age groups.

<p><b>Disability</b></p> <ul style="list-style-type: none"> <li>A significant number of women with mental health problems are accessing the service (42, 5% of those supported). Service also accessed by women with other disabilities but in smaller numbers, however outcomes achieved are consistent with those with no disability.</li> </ul>
<p><b>Are there any gaps in equality and diversity information</b>  <b>Please provide detail:</b></p> <p>Not all organisations are currently collecting information on faith and religion. The information on sexuality is also patchy.</p>
<p><b>Action required:</b></p> <p>Data collection in relation to the equality groups will be built in the new service specification and monitored as part of the ongoing contract management process. This will be compared with the base line data collected as part of this EIA to ensure improvements in access and service outcomes where improvements/actions have been identified</p> <p>.</p>

<p><b>6. Wider involvement – have you involved groups of people who are most likely to be affected or interested</b></p>
<div style="display: flex; justify-content: space-around; align-items: center;"> <div style="text-align: center;"> <input checked="" type="checkbox"/> <b>Yes</b> </div> <div style="text-align: center;"> <input type="checkbox"/> <b>No</b> </div> </div> <p><b>Please provide detail:</b></p> <p><b>Consultation with stakeholders</b></p> <p>Key stakeholders have been consulted as part of the strategic review. This includes the MARAC co-ordinator, Police DV co-ordinator and Police Safeguarding units, health and Children Services, the Council's Domestic violence unit and commissioned service providers. Service users have also been consulted by the DV unit. The main mechanism for wider involvement has been the Domestic Violence Forum.</p> <p><b>Commissioning considerations discussed at Domestic Violence Forum in September 2010</b></p> <ol style="list-style-type: none"> <li>Do we need the current level of refuge accommodation, or do we need to change the balance of investment between refuge and floating/outreach support given the options women are selecting?</li> <li>Is shared refuge accommodation what women want and does it work? Does self-contained offer more flexibility e.g. ability to accommodate older male children?</li> <li>Refuge for trafficked women – could we meet this need through re commissioned mainstream refuge provision?</li> <li>How do we ensure that women from black and minority ethnic backgrounds have their needs addressed particularly in terms language and specialist support around no resource to public funds/ immigration / forced marriages etc?</li> </ol>

5. How do we ensure a balance of services to support the women referred through the MARACs and ensure access to support services are equitable across the city?
6. Out of area referrals and access to refuge accommodation. Do you need a quota?
7. How do we support men who have experienced violence?
8. Is there merit in commissioning one integrated floating, outreach and IDVA service and three MARAC's across Leeds

**Feedback on initial review findings from the Domestic Violence Forum 23<sup>th</sup> September 2010**

- Map full range of services and funding streams supporting domestic violence services not just those funded through Supporting People –include Children's and Health Funding
- Include occupancy rates in data
- Consider review findings from Bradford
- Need to ensure balance of investment provides women experiencing violence with more choices
- Whilst shared housing does create problems, needs to recognise is also helps tackle isolation. The advantage of floating support is allows women to remain anonymous.
- Need to ensure new services are holistic-currently women have to go through lots of services. Need one gateway and streamlined pathway. One gateway – more choices
- Need to build on current skills base
- Include the MARAC data and role of MARAC's
- Include Sanctuary costs in review
- Need to ensure there is provision for women with no recourse to public funds

**Action required:**

Key stakeholders continue to be involved in the design of the new services and this will continue until the tender commences. Key stakeholders will be included in the monitoring and review of the new contracts.

**7. Who may be affected by this activity?**

please tick all relevant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

**Equality characteristics**

☒

**Age**

☐

**Carers**

☒

**Disability**

☐

**Gender reassignment**

☒

**Race**

☒

**Religion or Belief**

☒

**Sex (male or female)**

☒

**Sexual orientation**

☐

**Other**

(for example – social class, income, unemployment, residential location or family background, education or skills level)

**Please specify:**

**Stakeholders**

☒

**Services users**

☒

**Employees**

☐

**Trade Unions**

☒

**Partners**

☒

**Members**

☒

**Suppliers**

☐

**Other please specify – Providers of domestic violence services**

**Potential barriers.**

☐

**Built environment**

☐

**Location of premises and services**

☐

**Information  
and communication**

☐

**Customer care**

☐

**Timing**

☐

**Stereotypes and assumptions**

☐

**Cost**

☐

**Consultation and involvement**

☐

**specific barriers to the strategy, policy, services or function**

**Please specify**

Nothing identified at present that can not be addressed through the revised contract Specification and procurement process.

**8. Positive and negative impact**

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

**8a. Positive impact:**

- i) The new refuge service will have a much stronger focus on throughput and achieving housing outcomes for women and their families in shorter timeframes.
- ii) Integrating the resettlement floating support, outreach and IDVA functions into one comprehensive and coherent service to deliver a 'wrap around' service to victims of domestic violence and their families. This model will enable one pathway with

streamlined referral and access arrangements through the MARACs and refuge accommodation. The integration will improve risk management and provide more flexibility enabling intensive support when the risks are high and less support when the risks reduce. The service would have an IDVA function to provide specialist support and advice as and when required. This model would support the choices currently been made by women experiencing violence.

- iii) Enhance the capacity of the outreach support service to increase the number of women and families supported to 200 at any one time. This will address the inequalities in access that currently exist and provide a more equitable service to women irrespective of which part of Leeds they are from. This model will provide flexible coverage to all three MARACs as the need arises.
- iv) The service should be culturally sensitive and be able to respond to, and support victims of domestic violence from a broad range of ethnic backgrounds in term of language, religious and cultural needs.
- v) The integrated outreach/IDVA service should be accessible and able to support men and their families who are subject to domestic violence. These are currently excluded from current services which are women only.

**Action required:**

No action

**8b. Negative impact:**

Perception that services at the changes are driven by the need to make savings (which is not the case as level of investment will remain broadly the same) rather than meet the changing needs and aspirations of those using the services, and to address gaps and areas of duplication

**Action required:**

Good information, consultation and transparent process. Issue of a press release

**9. Will this activity promote strong and positive relationships between the groups/communities identified?**

☐

Yes

☒

No

**Please provide detail:**

**Action required:**

No action

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**10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?**

☐

Yes

☒

No

**Please provide detail:**

**Action required:**

No action

**11. Could this activity be perceived as benefiting one group at the expense of another?**

☐

Yes

☒

No

**Please provide detail:**

The new service will also cater for men- addressing a current inequality

**Action required:**

The new service specification will ensure all groups benefit from the new service.

**12. Equality, diversity, cohesion and integration action plan**

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
Key stakeholders continue to be involved in the design of service until the tender commences. Key stakeholders will be included in the monitoring and review of the new contracts	On going	Procurement project team and board consist of key stakeholders	Debbie Forward
The commissioner regularly monitors access, customer satisfaction and outcome of the commissioned services against all equality strands.	On going	Joint monitoring and review through contract management process.	Debbie Forward
To ensure new commissioning proposals meet the needs of the diverse women regardless of their age, ethnicity, sexuality, disability, faith/ religion and social class. The service specification should enable the provision of culturally specific service to meet the needs of women from different culture and religious background and support women with mental health problems,	On going	Procurement process. Contract management process and service review	Debbie Forward
The commissioned service should include the provision for men fleeing domestic violence.	October 11	Service specification/procurement process	Debbie Forward
The new commissioned services collect equality monitoring data on all equality strands consistently and robustly	October 11	Service specification	Debbie Forward

<b>13. Governance, ownership and approval</b> State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment		
Name	Job Title	Date
Debbie Forward	Supporting People Manager	15 <sup>th</sup> December 2010

<b>14. Monitoring progress for equality, diversity, cohesion and integration actions</b> (please tick)	
<input checked="checked" type="checkbox"/>	As part of Service Planning performance monitoring
<input checked="checked" type="checkbox"/>	As part of Project monitoring
<input type="checkbox"/>	Update report will be agreed and provided to the appropriate board Please specify which board
<input type="checkbox"/>	Other (please specify)

<b>15. Publishing</b>	
Date sent to Equality Team	04/02/2011
Date published	

