

# Service and Community Impact Assessment (SCIA)

## Front Sheet:

### Directorate and Service Area:

Social and Community Services

### What is being assessed (e.g. name of policy, procedure, project, service or proposed service change):

Proposal for how to implement the reduction of funding for housing related support services for homeless people, substance misusers and women at risk of domestic abuse in Oxfordshire

### Responsible owner / senior officer:

John Jackson, Director for Social and Community Services

### Date of assessment:

3 November 2014

### Summary of judgement:

*Briefly summarise the policy or proposed service change and possible impacts, including highlighting any significant mitigating actions – it is probably easier to write this after you have completed the assessment*

This assessment considers the impact of the proposals for how to implement the reduction of funding for housing related support services for homeless people, substance misusers and women at risk of domestic abuse in Oxfordshire.

The proposals have been designed to meet the reduction in funding in a realistic way which best meets the needs of these vulnerable groups. There will be a number of very challenging reductions required but the county council believes these are deliverable via additional contribution from the county council plus service redesign and re-commissioning.

The proposals also include additional funding from the Public Health which will mitigate the impact of some of the proposed reduction in services.

The reduction in funding gives us the opportunity to explore more creative thinking around how to do things differently and encourage innovation which will have a

positive impact on services and service users in future. This will include exploring with the provider market different models of support, including one to one support and group support.

The phased approach over two years allows learning from an innovative new model of support for adults with complex needs to be considered.

Some potentially negative impacts are identified, namely a potential escalation of needs and therefore more people unable to access services and an increased pressure on other pathways, both statutory and non-statutory. The full impact of this will be assessed as part of the consultation period.

This assessment will be reviewed following the consultation period to ensure the consideration of potential impacts remains accurate, and to reflect any new impact identified or changes in the proposals.

## **Detail of Assessment:**

### **Purpose of assessment:**

*Briefly summarise why you have done the assessment (e.g. in response to new or proposed changes to a policy, project, contract or service delivery).*

The purpose of this assessment is to consider the possible impact of the proposals for implementing the reduction of funding for housing related support services for homeless people and substance misusers in Oxfordshire. The proposals contain changes to already established services which will affect service users, providers and council services / staff.

This assessment also fulfils the Council's requirements under Section 149 of the Equalities Act 2010, as set out below.

Section 149 of the Equalities Act 2010 ("the 2010 Act") imposes a duty on the Council to give due regard to three needs in exercising its functions.

This proposal is such a function. The three needs are:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs other people, and
- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person's disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief
- sex
- sexual orientation
- marriage and civil partnership

## **Social Value**

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934<sup>1</sup> might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract.

### **Context / Background:**

*Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.*

#### **Context:**

The aim of the housing related support services is to prevent the needs of vulnerable homeless people, including people fleeing domestic violence and those who suffer

<sup>11</sup> [EC Procurement Threshold for Services](#)

from substance misuse, escalating into statutory needs.

The services that people receive as housing related support will vary according to their needs but are likely to include support to:

- Manage money and pay bills
- Learn how to follow the rules in their tenancy agreement
- Emotional support
- Reduce offending, substance misuse or other anti-social behaviour
- Access community services, e.g. day service, health services
- Access training or education opportunities

At any one time approximately 900 people across Oxfordshire receive support through this funding.

The main areas that are funded are:

- **Hostels** - provide a quick access route to accommodation, with minimal criteria for entry. People must have a connection to Oxfordshire and be already rough sleeping or at significant risk. All hostels are staffed 24 hours a day and provide intensive support – up to 10 hours face to face support per resident per week.
- **Move on accommodation** – part of the pathway for clients as they are more stable and less chaotic. These units are staffed daily and residents learn independence skills e.g. tenancy, employment.
- **Community Floating support** - is for people who already have a tenancy, ie to help people keep their homes.
- **Substance misuse services** – can be directly accessed from rehabilitation. Homelessness is not a criterion for entry. Howard House is residential detox – i.e. part of treatment. Others are less intensive support, part of pathway for increasing independence.
- **Domestic abuse services** – work in the community, provide information and advice services for everyone and enable access to refuges when required (not 24 hour access).

### **Background to proposal:**

For the past four years the County Council has been subsidising housing support and maintaining investment in housing related activity significantly above the Supporting People grant that is received from central government.

The difficult financial climate means that the County Council can no longer afford to continue with this arrangement. In the 2014/15 budget round it was agreed to reduce the funding in line with the 38% reduction in funding from central government, resulting in a reduction of £1.5m from £3.8m to £2.3m, to be phased from April 2015 (£1m 2015/16; £0.5m 2016/17).

### **Proposals:**

*Explain the details of the proposals, including why this has been decided as the best course of action.*

## **The proposal for delivering the savings required**

The County Council believes the proposals set out below are a realistic way through a very complex issue. Importantly these proposals allow us to:

- Keep all hostels open
- Retain a pathway for single homeless people in Oxford City
- Retain complex needs service with access from across the county
- Retain community floating support across the county
- Increase accommodation based services outside Oxford city and particular in Banbury.

In order to achieve the savings required and keep hostels open some further funding is required. In recognition of the cross-county importance of these services the county council is willing to bridge some of the gap on an exception basis. This will involve taking most of the spending on substance misuse out of the equation and look to the County Council's public health / social and community services to fund some of these services.

### **Detailed proposals**

#### **Hostels**

It is proposed to reduce funding for hostel-based support from £1.5m in 2014/15 to £1.1m in 2016/17. This is a proposed reduction of £450k or 28%.

It is proposed that this reduction in funding could be achieved by:

- Re-commissioning support provision at £18 an hour (currently more expensive at £18.50 to £25; benchmark is home support £15 an hour nationally)
- Reducing intensive support at Simon House and Lucy Faithful House by 23 units.

It is also proposed to maintain the 56 bed spaces at O'Hanlon House and create an Assessment Centre to further reduce rough sleeping and be the entry point into the pathway (cost neutral action).

In response to consultation, the proposals have been revised as follows:

- We will commission an assessment centre that has a larger capacity than the current seven No Second Night Out beds.
- We will work with our housing authority partners to keep the No Second Night Out policy under review.
- We will reduce intensity of support at Simon House and Lucy Faithful House, with 23 bed spaces having low level of support attached, rather than no support at all.
- We will commission future services in a more flexible way focusing on the number of people supported, their level of need and outcomes to be delivered.
- When we commission housing related support we would consider further whether £18 per hour of support should be used as a benchmark, a flat rate or a cap on price, and whether to require providers to pay their staff a living wage

### **Move on Accommodation**

It is proposed to reduce funding for move on accommodation from £488k in 2014/15 to £413k in 2016/17. This is a proposed reduction of £75k or 15%.

It is proposed that this reduction in funding could be achieved by:

- Reducing intensity of support at Julian Housing, with 8 units having nil support
- Reducing capacity at West Oxfordshire Single Homeless service by 4 units or £39k, to better reflect the needs of local population.
- Transferring the Cherwell Connection project into the main adult homeless pathway from the substance misuse pathway.
- Increasing Cherwell funding to £100k to support future services for single homeless people to better meet the needs of local population.

It is also proposed to retain provision of emergency access beds in Cherwell, South and Vale and West Oxfordshire, 3 beds in total, to improve access and better meet the needs of local population (cost neutral action).

In response to the consultation, the proposals have been revised as follows:

- We will reduce intensity of support at Julian Housing, with eight out of the 83 bed spaces having low levels of support attached, rather than no support at all.
- We will reconsider the length of time all housing related support services are provided for at each stage of the pathway and in total. In doing so we aim to target support at those who need it most and incentivise service users and providers to work together to achieve greater independence and prevent people from becoming institutionalised.
- We will continue to work with our housing authority partners and providers to address issues about availability of affordable accommodation in Oxfordshire.

### **Floating Support**

It is proposed to reduce funding for floating support from £1.2m in 2014/15 to £0.9m in 2016/17. This is a proposed reduction of £390k or 31%.

It is proposed that this reduction in funding could be achieved by:

- Commissioning new innovative models of community based support including 1:1 and group support.
- This saving to be phased as a 15% reduction in 2015/16 and a further reduction in 2016/17 to enable any learning from new models of support to be applied to year 2 plans.

### **Substance Misuse**

It is proposed to reduce funding for substance misuse from £214k in 2014/15 to £0 in 2016/17. This is a proposed reduction of £214k or 100%.

It is proposed that this reduction in funding could be achieved by:

- Stopping funding Howard House and Project 195.
- Stopping funding Osney Court, as Julian Housing in Oxford is available for move

on accommodation from the treatment services.

- Public Health Team are already in the process of re-commissioning treatment services that will pick up these needs and provide £150k of subsidy.

Following consultation we wish to clarify our intention in the original proposal as follows:

- We do indeed plan to stop funding support for people in this group from the housing related support budget in full, we are at the same time proposing that these needs are met in future through the Public Health funding.
- Public Health as the lead commissioners of drug and alcohol treatment services in Oxfordshire will be addressing the housing related support needs of this group of people going forward.
- £150k from the additional total £400 Public Health funding mentioned earlier in this paper has been put aside for this purpose.
- The future of Project 195 service will be decided when this transfer of commissioning responsibility takes place.
- We will stop funding in full Osney Court service. Move on services such as Julian Housing will continue to be available to accommodate people leaving treatment services.

### Domestic Abuse

It is proposed to reduce funding for domestic abuse from £331k in 2014/15 to £199k in 2016/17. This is a proposed reduction of £132k or 40%.

It is proposed that the need for local helpline, access and outreach services is reviewed with a view to propose the most efficient and cost effective service distribution.

**A financial summary of this proposal is provided below:**

	2014/15 £000	2015/16 £000	2016/17 £000	Saving £000
<b>County Council Funding For:</b>				
Hostels	1,580	1,131	1,131	(449)
Move on Accommodation	488	413	413	(75)
Floating Support	1,235	1,049	848	(386)
Substance Misuse	214	147	147	(67)
Domestic Abuse	331	331	199	(133)
<b>Total Expenditure</b>	<b>3,848</b>	<b>3,072</b>	<b>2,739</b>	<b>(1,109)</b>
<b>Funded By:</b>				
Housing Related Support	(3,848)	(2,675)	(2,341)	1,507
Public Health	-	(397)	(397)	(397)
<b>Total Funding</b>	<b>(3,848)</b>	<b>(3,072)</b>	<b>(2,739)</b>	<b>1,109</b>

The figures above assume that all savings are delivered in full in 2015/16, apart from the floating support saving being phased over two years and the domestic abuse savings being achieved in full in 2016/17.

The figures above do not include the current additional contribution made by the city council of £134k towards O'Hanlon House.

### **Evidence / Intelligence:**

*Explain any data, consultation outcomes, research findings, feedback from service users etc. that supports your proposals and can help to inform the judgements you make about potential impact of different individuals, communities or groups.*

Since December 2013 we have worked closely with partners to look at different options for delivering the savings. Key stakeholders include the City and District councils, the Oxfordshire NHS, Public Health, adults and children's social care, Thames Valley Police, the Thames Valley Probation Service and the community safety partnership.

We have developed a set of commissioning principles and outcomes for service users to inform future commissioning of housing related support services. In addition, various options for achieving the savings required have been modelled and considered, in particular with colleagues from Oxford City Council.

For example we have looked at distributing the reduced budget to the City and District councils enabling them to deliver services directly. However this is felt to be unachievable because it does not recognise that Oxfordshire's services for those with the most complex needs are located in Oxford city, with access from across the county. Any distributional formula that is based on population or deprivation reduces the available resourcing in the city very considerably, and would be likely to result in significant reductions in services, possibly including hostel closures.

It is therefore proposed that the budget should remain pan-Oxfordshire, held by the county council that can take a broader strategic view of cross-Oxfordshire need.

The county council recognises that current provision probably underestimates the need for dedicated resources in Banbury. Banbury is Oxfordshire's second largest town, with one third of our most deprived wards. We think that the current pattern of service provision does not adequately recognise this need and the proposal attempts to address this issue through provision of additional resources that are commissioned for Cherwell area.

We recognise that in order to be more efficient, future support will need to be delivered differently. To prepare for this the county and city councils are jointly funding a project with Mayday Trust to test an innovative model of support for adults with complex needs, this is looking at how support that is currently provided on a one to one basis might in future be delivered differently.

### **Principles for commissioning of housing related support**

The following set of principles is informed by the housing related support needs analysis produced in 2013 and the Oxfordshire Health and Wellbeing Strategy. The

commissioning proposals of housing related support have been based on these principles.

Proposed commissioning principles are:

- 1) Housing related support helps people to live independently and complements the delivery of statutory duties.
- 2) Housing related support funding is revenue funding for support.
- 3) Accommodation or building related costs should be funded by housing related funding streams (e.g. rent, housing benefit and service charges).
- 4) There is a need to have in place across the county units of accommodation that could be accessed in an emergency to prevent rough sleeping.
- 5) Support provided needs to meet a range of high to medium to low levels of needs.
- 6) Support provided should offer best value for money.

Following consultation, the proposed changes to the principles are as follows:

These principles and outcomes will be revised to take into account a number of suggestions we received. Following these revisions we expect the principles and outcomes to remain broadly the same.

Specific measures will be revised to add additional suggested measures, for example around management of arrears and other types of debt, reducing antisocial behaviour and taking up volunteering.

#### Outcomes based commissioning

Following consultation it has been agreed by the Health Improvement Board that there will be a stronger focus on outcomes based commissioning. As services are designed and throughout the phased commissioning there will be a focus on meeting needs and outcomes.

#### **Alternatives considered / rejected:**

*Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.*

Working closely with partners, we have considered different options for delivering the savings. These options have included:

Option 1: Reducing funding for all services by 38% (i.e. salami slicing)

Option 2: Prioritise accommodation based services over floating support

Option 3: Prioritise floating support services over accommodation based services

Option 4: Disperse all of the housing related support budget to priority and/or geographical areas.

These options were not adopted as they would be likely to result in significant reductions in services across the county.

## **Impact Assessment:**

*Identify any potential impacts of the policy or proposed service change on the population as a whole, or on particular groups. It might be helpful to think about the largest impacts or the key parts of the policy or proposed service change first, identifying any risks and actions, before thinking in more detail about particular groups, staff, other Council services, providers etc.*

*It is worth remembering that 'impact' can mean many things, and can be positive as well as negative. It could for example relate to access to services, the health and wellbeing of individuals or communities, the sustainability of supplier business models, or the training needs of staff.*

*We assess the impact of decisions on any relevant community, but with particular emphasis on:*

- *Groups that share the nine protected characteristics*
  - *age*
  - *disability*
  - *gender reassignment*
  - *pregnancy and maternity*
  - *race – this includes ethnic or national origins, colour or nationality*
  - *religion or belief – this includes lack of belief*
  - *sex*
  - *sexual orientation*
  - *marriage and civil partnership*
- *Rural communities*
- *Areas of deprivation*

*We also assess the impact on:*

- *Staff*
- *Other council services*
- *Other providers of council services*
- *Any other element which is relevant to the policy or proposed service change*
- *How it might improve the economic, social, and environmental of the area affected by the contract **if** the Public Services (Social Value) Act 2012 applies*

*For every community or group that you identify a potential impact you should discuss this in detail, using evidence (from data, consultation etc.) where possible to support your judgements. You should then highlight any mitigating actions you will take to either lessen the impact, or to address any gaps in understanding you have identified.*

*If you have not identified an impact on particular groups, staff, other Council services, providers etc. you should indicate this to demonstrate you have considered it.*

## **Impact on Individuals and Communities:**

### **Community / Group being assessed (as per list above – e.g. age, rural communities – do an assessment for each one on the list)**

*Summarise the specific requirements and/or potential impact on this community / group, and then highlight the most significant risks and mitigating action that has been or will be taken.*

It is possible that a reduction in funding for the housing related support services will have an impact on the users of those services, namely single homeless people, people at risk of domestic abuse, people misusing substances, people with a history of offending and people using the floating support service whilst living more independently.

### **Summary of proposed changes and impact**

#### **Single Homeless People (including offenders)**

Reducing the funding for hostel-based support and move on accommodation has a risk of increased waiting times for access to services which could lead to more street homelessness, and more pressure on floating support services and other support pathways e.g. mental health. To mitigate this, the proposal will allow the county council to retain a single homeless pathway which includes keeping all current hostels open (albeit with a shift to low support at Simon House and Lucy Faithfull House for 23 units), retain a complex needs service across the county and create an assessment centre for entry to the pathway. Further along the pathway it is proposed to retain a move on service, although there will be some reduction in intensity with eight units shifting from high to low support. The proposals also include increasing accommodation based services outside of Oxford for single homeless people in the districts which relieves some of the pressure on Oxford and would improve access and better meet the needs of local population in the districts. Services on the pathway will work closely with other pathways in order to continue to meet the needs of this client group.

#### **People at Risk of Domestic Abuse**

There is a proposed reduction to domestic abuse services. Oxfordshire County Council in partnership with the city and districts will be completing a review of the need for a local helpline and the access and outreach services over 2014/15 and will propose the most efficient and cost effective service distribution. We will then consult separately on these proposals.

#### **Community Floating Support**

The Community Floating Support service is designed to support people already living independently to prevent homelessness. This service is for single people and families. It is proposed to reduce spend on floating support which could have an impact on prevention. This is mitigated by the proposal to approach the market seeking creativity and innovation, and efficiencies by buying more for less. This will include exploring different models of support, including one to one support and group support. The proposed reduction to floating support will be phased over two years to

enable any learning from the implementation of the first year savings required and from new models of support including the current pilot with Mayday Trust which enables working with a higher service user to staff ratio.

**Substance Misuse**

It is proposed that the current housing related support substance misuse services will no longer receive funding through this budget. However, the Public Health Team is already in the process of recommissioning treatment services that will pick up these needs and provide £150k of subsidy. There will still be a pathway to move on accommodation for these service users.

**Impact of proposals on relevant groups**

<b>SERVICE USERS</b>	
Current service users and stakeholders may not be aware of the consultation on the proposed changes to services	<ul style="list-style-type: none"> <li>Stakeholder communication and engagement plan for the consultation stage will ensure that current service users and providers are made aware of the consultation in order to enable them to take part</li> <li>There is a plan for two consultation focus groups to be facilitated by the Engagement team and held with SPUG (Supporting People User Group) members and other service users they invite to be held in Oxford and Cherwell district</li> <li>See plan below for various consultation events for providers, stakeholders etc.</li> </ul>

<b>DISABILITY</b>
<p>Floating Support service users have the highest rate of disability at 30.5% over 2013/14, followed by domestic abuse at 12.5%. Single homelessness service recorded 5% of service users as having a disability but 61.3% as 'don't know' which means there could be more which are unrecorded. Substance misuse services have not recorded any service users with disabilities over this period but recorded 76.2% as 'don't know'.</p> <p>Across the services, the disability types of 'Mental' and 'Mobility' were the greatest.</p>

<b>Risks</b>	<b>Mitigations</b>
The proposals contain a reduction in funding to housing related support services. If this is not managed well and those in the most need do not receive sufficient support, there could be an escalation of needs and therefore increased pressure on other pathways -	The proposals allow the county council to retain a pathway for single homeless people. This includes a service for more complex needs. Services in the pathway will focus on meeting the needs of the service users whilst continuing to work closely in partnership with other

<p>statutory and non-statutory e.g. Mental Health Supported to Independent Living, children and adult social care, urgent care, drug and alcohol, move on, offending, prisons, NHS.</p>	<p>pathways such as Supported to Independent Living and forging stronger links with associated professionals to make more efficient use of the services. In designing new services we will consider access and eligibility criteria to these and other existing services e.g. mental health services, to ensure people's disability related needs continue to be addressed.</p> <p>Services will have defined targets for progressing through the pathway to independent living and the support provided should be outcomes focused.</p> <p>The needs of people misusing substances will be met through the new treatment services that are being recommissioned.</p>
<p>Research indicates that people with a long-term illness or disability or those with mental health problems are at higher risk of domestic abuse and stalking than people without. Therefore a reduction in services may have an impact on people with disabilities being able to access a domestic abuse service.</p>	<p>The domestic abuse services will be reviewed to optimise the most efficient and cost effective service distribution which should consider any impact on disability.</p>
<p>There are a small number of service users in the homelessness pathway with a mobility disability. There is a current impact on these service users as they cannot always access parts of buildings reserved for practising more independent living. This can have an impact on their ability to progress through the pathway as this is often a pre-requisite for move on.</p>	<p>The proposals may give the opportunity for the current services to be re-shaped and made more accessible for people with mobility disabilities. Where this is not possible due to building configurations, consideration needs to be given to the move on options for this smaller group.</p>

<p><b>RACE</b></p>	
<p>Ethnic group - the majority of service users across the four service types are white and in the case of the substance misuse services, all white across 2013-14. Domestic abuse services have reported the highest proportion of black and minority ethnic service users at 33%, followed by Homelessness at 13.6% and floating support at 11.5%.</p>	
<p><b>Risks</b></p>	<p><b>Mitigations</b></p>

<p>The domestic abuse services provide support to black and minority ethnic service users around the complex issues of Forced Marriage, Honour-based Violence and Female Genital Mutilation. Many of these victims use the helpline to access services. If there is a reduction in service, there may be an impact on the numbers of black and minority ethnic service users able to access a service.</p> <p>Although the domestic abuse services have an overall highest proportion of black and minority ethnic services users accessing the services, the outreach service has historically reported low figures and has found black and minority ethnic communities hard to reach. If the outreach service is decommissioned there will be less scope for these communities to be reached.</p> <p>According to recent information from floating support, as at 1 September 2014, 23.5% of clients open were non-white British with a significant proportion being Asian women, some of whom do not speak any English. Any reduction in service may have an impact on black and minority ethnic service users and communities.</p>	<p>The use of the helpline and access service will be taken into consideration as part of the domestic abuse services review.</p> <p>The review of the domestic abuse services will include all outreach services, of which only one is funded through this budget. Consideration of how to reach black and minority ethnic communities will be part of the review.</p> <p>The phased reduction of floating support over two years will allow sufficient time for us to learn from other models of floating support developing nationally and locally. The first year savings will be implemented, with consideration given to identified impacts and mitigation. Learning will inform second year implementation.</p>
--	--

<b>SEX</b>	
<b>Risk</b>	<b>Mitigations</b>
<p>If any of the domestic abuse services are decommissioned there will be an impact on both women and men (proportionally) accessing services.</p> <p>Proportionally, fewer beds are used by women than men in the homeless services. Any reduction to refuge places specifically for women will have an impact on the number of housing related support beds available for women.</p>	<p>Any impact to women and men will be considered as part of the domestic abuse services review.</p> <p>Both men and women are able to access the homeless pathway. The housing related support services have different pathways but the review and recommissioning will consider the gender balance.</p>
<p>The floating support service is the largest service working with 62% of the housing</p>	<p>The phased reduction of floating support over two years will allow sufficient time</p>

<p>related support clients. Based on recent information from floating support, 6 out of 10 service users are women. Any reduction in service may have an impact on the numbers of women able to access the service and may then therefore have an impact on other services.</p> <p>Further information from Connection Floating support shows that in August 2014, 54 women were receiving support for domestic abuse issues. The proposed reductions to the floating support service could have an impact on women at risk of domestic abuse which in turn could have an impact on other services, both statutory and non-statutory, including the housing related support domestic abuse services subject to this review.</p>	<p>for us to learn from other models of floating support developing nationally and locally. The first year savings will be implemented, with consideration given to identified impacts and mitigation. Learning will inform second year implementation.</p> <p>The phased reduction of floating support over two years will allow sufficient time for us to learn from other models of floating support developing nationally and locally. The first year savings will be implemented, with consideration given to identified impacts and mitigation. Learning will inform second year implementation.</p>
---	--

<b>Age (disadvantaged because of age)</b>	
<b>Risk</b>	<b>Mitigations</b>
<p>The domestic abuse services support people who have children and/or young people living with them. If there is a reduction in these services there could be an impact on services available for children and/or young people which could in turn have an impact on statutory services.</p>	<p>Taking known household characteristics into account for domestic abuse services, we will consider the impact and any mitigation when reviewing the domestic abuse services.</p>
<p>The floating support service supports families. If there is a reduction in these services there could be an impact on services available for children and/or young people which could in turn have an impact on statutory services.</p>	<p>Any impact on service users with children and/or young people (and consequently, other statutory services) will be considered as part of the phased reduction of floating support funding.</p>
<p>The floating support service supports vulnerable older people whose housing is at risk. A reduction in this service could have an impact on services available for older people and in turn, could have an impact on statutory services.</p>	<p>The phased reduction of floating support over two years will allow sufficient time for us to learn from other models of floating support developing nationally and locally. The first year savings will be implemented, with consideration given to identified impacts and mitigation. Learning will inform second year</p>

	implementation.
--	-----------------

<b>Pregnancy and maternity</b>	
<b>Risk</b>	<b>Mitigations</b>
Studies show that 30% of domestic violence starts during pregnancy and up to 9% of women are thought to be abused during pregnancy or after giving birth. The domestic abuse services provide support to pregnant women. If there is a reduction in these services there could be an impact on services available for pregnant women which could in turn have an impact on statutory housing and health services.	Any impact on service users who are pregnant (and consequently, other statutory services) will be considered as part of the review of domestic abuse services.

<b>Religion or belief</b>	
<b>Risk</b>	<b>Mitigations</b>
The domestic abuse services provide support to black and minority ethnic service users around the complex issues of Forced Marriage, Honour-based Violence and Female Genital Mutilation. Many of these victims use the helpline to access services. If there is a reduction in service, there may be an impact on the numbers of black and minority ethnic service users able to access a service.	The use of the helpline and access service will be taken into consideration as part of the domestic abuse services review.

**Gender reassignment, sexual orientation, marriage and civil partnership.**

These particular groups have been considered and no specific impacts have been identified but the county council will include access and diversity as part of the evaluation in the tender process and during on-going monitoring once contracts are awarded.

**Further Impact on Individuals and Communities**

<b>LOSS OF HOME/ROUGH SLEEPING - Risks</b>	<b>Mitigations</b>
The proposals contain a reduction in funding and intensive support at Simon House, Lucy Faithfull House and Julian Housing and a reduction in funding for floating support which could increase waiting times for services both from the streets and through put within services	The proposals contain the following modifications which alleviate pressure on services: <u>Emergency beds</u> <ul style="list-style-type: none"> <li>Provision of the three emergency beds in Cherwell, South and Vale and West Oxon will be retained. These</li> </ul>

<p>and the pathway.</p>	<p>beds meet demand in other areas of the county without people needing to relocate to Oxford.</p> <p><u>Hostels</u></p> <ul style="list-style-type: none"> <li>• An Assessment Centre will be created to further reduce rough sleeping and be the entry point to the pathway</li> <li>• All hostels will remain open and following consultation it is now proposed to reduce intensive support at Simon House and Lucy Faithfull House by 23 units shifting from high to low support</li> <li>• Services will retain support for complex needs with access from across the county</li> </ul> <p><u>Move on accommodation</u></p> <ul style="list-style-type: none"> <li>• A pathway will still exist for service users to move from more intensive services in the hostels to move on accommodation and following consultation it is now proposed to reduce the intensity of support by 8 units shifting from high to low support.</li> <li>• Additional services will be commissioned in Cherwell which will better meet the needs of the local population and reduce pressure on the services in Oxford.</li> </ul> <p>The proposals also include additional funding from the Public Health which will mitigate the impact of some of the proposed reduction in services.</p>
<p>The proposals contain a reduction in funding for floating support which may lead to less people being supported to maintain independent accommodation. This in turn may lead to an increase in rough sleeping and sofa surfing/hidden homelessness. An associated risk may be an increase in court costs for evictions.</p>	<ul style="list-style-type: none"> <li>• The proposed reduction in spend will be phased over two years. This will enable an approach to the market for creativity and innovation. This will include exploring different models of support, including one to one support and group support. The phased approach will also enable any learning from new models of support to be applied. The first year savings will be implemented, with consideration given to identified impacts and mitigation. Learning will inform second year implementation.</li> </ul>

	<ul style="list-style-type: none"> <li>• Oxfordshire County Council/Oxford City Council are jointly funding a project with Mayday Trust to test an innovative model of support which has a higher staff/service user ratio</li> <li>• Oxford City Council also currently commissions a Single Homeless floating support service which provides advice and assistance to people sofa surfing. This service is not always at capacity so could assist higher numbers if needed during transition. The service is commissioned until March 2015</li> </ul>
<p>The proposals include a reduction in services which, if not managed well and not targeted at the people in most need, may result in an increase in the numbers of, in particular male, rough sleepers. Sleeping rough in the longer term may contribute to deterioration in their physical and mental health.</p>	<p>The proposals would have a limited impact in this area as the proposed re-commissioned services will target people in most need and will continue to implement the 'No second night out' service which aims to reduce the number of nights people sleep rough. The new assessment centre will have a larger capacity than the current seven No Second Night Out beds. The services will have clear targets about harm minimisation and delivering health and wellbeing outcomes for vulnerable people. It is also proposed to implement these changes over two years in a carefully managed way and to closely monitor the impact on people for whom these services are intended. The proposals also include additional funding from the Public Health which will mitigate the impact of some of the proposed reduction in services.</p>
<b>HEALTH - Risks</b>	<b>Mitigations</b>
<p>The proposals include a reduction in funding for domestic abuse which could reduce services which may have an impact on domestic abuse related deaths</p>	<p>A review of the current domestic abuse services provided across the county is planned and which will propose the most efficient and cost effective service distribution. Therefore it is too early to assess any impact the proposals could have on domestic abuse related deaths.</p>
<p>The proposals contain a reduction in services which, if not managed well could</p>	<p>There are already a relatively high number of presentations/admissions to</p>

<p>mean that the health and wellbeing of service users is not addressed which could lead to an increase in presentations to A&amp;E and hospital admissions</p>	<p>hospital due to the lifestyle of some service users. The proposal retains complex needs services for homeless people with a focus on health outcomes. The proposals also include additional funding from the Public Health which will mitigate the impact of some of the proposed reduction in services.</p>
<p><b>CRIME/OFFENDING - Risks</b></p>	<p><b>Mitigations</b></p>
<p>The proposals contain a reduction in services which, if not implemented well could mean that the chaotic behaviour of service users is not managed with support which could lead to an increase in anti-social activity, gang violence, offending, crime and fear of crime.</p> <p>If chaotic behaviour is not managed in services, accommodation could be lost which could also result in a recall to prison where licence requires stable accommodation.</p> <p>This in turn could have an impact on police time for offenders, rough sleeping, domestic abuse and Section 136 orders.</p>	<ul style="list-style-type: none"> <li>• Ex/Offenders who are homeless will be able to access the homelessness pathway in the same way as other homeless people via the Assessment Centre</li> <li>• Services will be expected to work closely with service users and other agencies in order to prevent homelessness and help reduce anti-social behaviour and crime and support service users in making better choices</li> <li>• Both the Safer Communities Unit, Thames Valley Probation and Thames Valley Police have been represented at the discussions around future services and the impact on crime and anti-social behaviour</li> <li>• These agencies will continue to contribute to developing these proposals and designing future services</li> <li>• The domestic abuse review will consider the impact any changes to access, eligibility, capacity of these services may have on the capacity of the Police to discharge its duties to this group.</li> </ul>
<p>The proposals contain a reduction in funding and intensive support at Simon House, Lucy Faithfull House and Julian Housing and a reduction in funding for floating support which could increase waiting times for services both from the streets and through put within services and the pathway. If this is not managed well, and if service users do not get appropriate support, one of the behaviours which could manifest is</p>	<ul style="list-style-type: none"> <li>• Following consultation it is now proposed to reduce intensive support at Simon House, Lucy Faithfull House and Julian Housing by shifting 31 units from high to low support rather than no support</li> <li>• Proposed services will work with service users around begging and other anti-social behaviour</li> <li>• Oxford City Council currently has an</li> </ul>

<p>begging.</p>	<p>Anti-begging campaign 'Your kindness could kill' which encourages the public to donate to the Oxford Homeless Medical Fund rather than to people begging in order to reduce the numbers on the streets</p> <ul style="list-style-type: none"> <li>• Oxford City Council is working with partners across the city in order to ensure that those who beg can link up with the support provided by the fund and find alternative and sustainable solutions to the issues that are making them beg in the first place.</li> </ul>
<p>The proposals contain a reduction in services which could increase waiting lists to access services from the streets. This could lead to more homeless people being vulnerable to exploitation and offenses against them (assault, mugging).</p>	<p>Oxford City Council funds a Specialist Homeless Police Officer which has a good working relationship with the Oxford City Outreach team. Both work closely with homeless people on the streets. Going forward, the proposed services will be modelled to target those most in need and providers will be expected to engage with the police and the Oxford City Outreach team.</p>
<p><b>COMMUNITY - Risks</b></p>	<p><b>Mitigations</b></p>
<p>The proposals contain a reduction in services which may result in more people making homeless presentations to housing departments.</p>	<p>The proposals would have a limited impact on housing departments as most service users would be non-priority, although there may be an impact from people at risk of domestic abuse. The County Council is working with the city and districts on a review of the domestic abuse services and this potential impact will be considered as part of this work.</p>
<p>The proposals contain a reduction in funding and intensive support at Simon House, Lucy Faithfull House and Julian Housing and a reduction in funding for floating support which could increase waiting times for services from the streets. This could lead to more people sleeping rough. More visible rough sleepers could have an impact on Oxford and the perceptions of the city including tourism and impact on students, residents and on property values.</p>	<p>This risk is recognised. The proposal retains a pathway for single homeless people and re-commissioned services will work in partnership with service users and other services to reduce rough sleeping, and address the reasons for and incidences of antisocial behaviour and crime, enabling service users to make better choices.</p> <p><u>Emergency beds</u></p> <ul style="list-style-type: none"> <li>• Provision of the three emergency beds in Cherwell, South and Vale and West Oxon will be retained. These</li> </ul>

	<p>beds meet demand for services in other areas of the county without people needing to relocate to Oxford.</p> <p><u>Hostels</u></p> <ul style="list-style-type: none"> <li>• An Assessment Centre will be created to further reduce rough sleeping and be the entry point to the pathway</li> <li>• All hostels will remain open although it is proposed to reduce intensive support from high to low at Simon House and Lucy Faithfull House by 23 units</li> <li>• Services will retain support for complex needs with access from across the county</li> </ul> <p>The proposals also include additional funding from the Public Health which will mitigate the impact of some of the proposed reduction in services.</p>
<p>Domestic abuse community based groups are currently co-ordinated and co-facilitated by the Access and Outreach services staff. These groups may be lost if the services are not able to assist.</p>	<p>The domestic abuse services will be reviewed to optimise the most efficient and cost effective service distribution which should consider any impact on community based groups.</p>

<b>RURAL COMMUNITIES - Risk</b>	<b>Mitigation</b>
<p>The domestic abuse county-wide access service and West Oxfordshire Outreach service are available for people living in rural areas who are at risk of domestic abuse. If there is a reduction in these services, there could be an impact on people living in rural communities to remain safe and maintain independence.</p>	<p>The domestic abuse services will be reviewed to optimise the most efficient and cost effective service distribution which should consider any impact on rural communities.</p>
<p>The floating support service is available for people living in rural areas who are at risk of losing their home. A reduction in this service could have an impact on people living in rural communities being supported to maintain independence.</p>	<p>The proposed reduction in spend will be phased over two years. This will enable an approach to the market for creativity and innovation. This will include exploring different models of support including one to one support and group support. The phased approach will also enable any learning from new models of support to be applied. The first year savings will be implemented, with consideration given to identified impacts and mitigation. Learning will inform</p>

	second year implementation.
--	-----------------------------

**Impact on Staff:**

*Summarise the specific requirements and/or potential impact on staff, and then highlight the most significant risks and mitigating action that has been or will be taken.*

No impacts identified (see Impact on Providers below for impact on staff in services).

**Impact on other Council services:**

*Summarise the specific requirements and/or potential impact on other council services, and then highlight the most significant risks and mitigating action that has been or will be taken.*

<b>Risks</b>	<b>Mitigations</b>
The proposals contain a reduction in funding to housing related support services. If this is not managed well and those in the most need do not receive sufficient support, there could be an escalation of needs and therefore increased pressure on other pathways - statutory and non-statutory e.g. Mental Health Supported to Independent Living, children and adult social care, urgent care, drug and alcohol, move on, offending, prisons, NHS	The proposals will enable vulnerable people to move through a pathway increasing independence and decreasing support needs and therefore reducing the need for other more costly interventions.  Key stakeholders have expressed an interest in being part of a joint commissioning process in future and developing plans for outcomes based contracts to ensure services dovetail moving forward.
The proposals contain a reduction in funding for floating support. The service is designed to help families as well as single people. If the reduction led to less families being supported there could be an increased in family breakdown and on children's education if families have to move due to becoming homeless	he proposal includes an approach to the market for more innovative services with a key focus on homelessness prevention. The proposed services will work closely with education services to limit the impact on children. The first year savings will be implemented, with consideration given to identified impacts and mitigation. Learning will inform second year implementation.

**Impact on providers:**

*Summarise the specific requirements and/or potential impact on providers of council services, and then highlight the most significant risks and mitigating action that has been or will be taken.*

**Competitive tender process**

- The proposed reduction in funding may involve recommissioning through a competitive tender process. This therefore poses both risks and opportunities for incumbent providers of services and those not currently providing services.

### Sourcing buildings

- The proposed new model of services may require changes to the current buildings in use. Additionally, some of these buildings may not be available for use competitively in the tender and therefore some providers may find it difficult to source the range of buildings required to deliver the pathway effectively. The housing market in Oxfordshire is very challenging and acquiring the type of accommodation at the cost required will be difficult if providers do not already own or lease property here. This may also have a disproportionate impact on smaller organisations.

### TUPE

- Cost of TUPE and associated risks: early award of contracts may have a detrimental effect in terms of TUPE costs as the information provided as part of the tender may have significantly changed by the time the new services commence.
- There are also risks with TUPEd staff not meeting the standards and/or approach of the new provider and this could have both a reputational and a financial impact on their organisations.

Risks	Mitigations
Impact of Competitive tendering process on incumbent providers; current providers may feel threatened by the proposals as their services will be affected.	<p>The consultation phase will give current providers the opportunity to feed into the proposals. The county council will encourage innovation both during the consultation phase and throughout the tender.</p> <p>Through competitive tendering there will be opportunities for incumbent providers to bid on the proposed services in the pathway. In the event of a provider not winning the tender for services they currently deliver, the county council will work closely with the provider. If there is any de-commissioning, the county council will carefully monitor the services throughout the process to ensure service delivery and staffing ratios etc. are maintained.</p>
The proposals include a reduction in services which may lead to a potential loss of jobs in sector due to the impact of changes to services	TUPE will apply and the method statements will require providers to specify how they will manage TUPE issues.
The proposed reduction in funding may	Oxfordshire County Council will work with

involve re-commissioning through a competitive tender process. This may lead to a cost of TUPE and associated risks to providers	providers to resolve any unforeseen costs due to changes in staffing between award of contract and commencement of new services
The proposed reduction in funding may involve recommissioning through a competitive tender process. This could lead to the risk of TUPEd staff not meeting the standards and/or approach of the new provider.	<ul style="list-style-type: none"> <li>• The tender will require providers to be clear about how they will engage staff, up-skill staff and retain high quality staff.</li> <li>• The proposed new services will include training from other services to support staff to ensure that there is a shared level of knowledge and approach.</li> </ul>
The proposal includes changes to services which could lead to providers being faced with an unsettled workforce ie staff leaving jobs due to fear of changes leading to destabilised services	<ul style="list-style-type: none"> <li>• Providers will be kept informed of the process via the Communications plan and will be expected to keep staff briefed</li> <li>• Joint Commissioning team is currently working closely with incumbent providers around staffing levels ensuring safe staffing ratios are maintained and this will continue throughout the commissioning process</li> </ul>
As the proposals include keeping accommodation based services open, there may be a risk that building leaseholders/owners will not give permission for the use of the current buildings in competitive tendering for the proposed changes to services.	<ul style="list-style-type: none"> <li>• Landlords/leaseholders have been approached and the majority are in agreement that the buildings will be available competitively</li> <li>• In the cases where the buildings are not available, new providers will be expected to have commitments in place as part of the tender process.</li> </ul>
The proposals contain a reduction in funding for floating support services. This could lead to increased waiting times for floating support which may result in more people becoming homeless. This could mean an increase in court costs to housing departments and may lead to more people making presentations to housing departments.	<ul style="list-style-type: none"> <li>• The proposal includes an approach to the market for more innovative services with a key focus on homelessness prevention.</li> </ul>

### **Social Value**

***If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area.***

**How might the proposal improve the economic well-being of the relevant area?**

The proposed housing related support services will provide services to vulnerable groups of people and enable them to move into increasing independent reducing the need for other more costly interventions both currently and in the future. The services will have a focus on independent living skills which will enable homeless people to manage themselves better and contribute to society.

The proposed services will have a focus on supporting more service users into employment and being in a better position to give something back to the community.

Approaching the market in order to procure services based on the proposals may bring in business from other areas.

**How might the proposal improve the environmental well-being of the relevant area?**

The proposal includes the provision of an Assessment Centre. The function of the centre will be to provide quick access to accommodation therefore reducing the number of people sleeping rough and in turn improving the environment. The proposal will require the providers to work with partners to ensure outcomes around social and community cohesion are achieved including discouraging begging and reducing anti-social behaviour.

**Action plan:**

*Summarise the actions that will be taken as a result of the assessment, including when they will be completed and who will be responsible. It is important that the officer leading on the assessment follows up to make sure the actions are completed, and updates the assessment as appropriate. Any significant risks identified should also be added to the appropriate service or directorate risk register, to ensure they are appropriately managed and reviewed.*

<b>Action</b>	<b>By When</b>	<b>Person responsible</b>
Explore risks and mitigations that affect providers through the Supporting People Provider Forum and Market Engagement events.	End of August 2014 - completed	Natalia Lachkou and Simon Walkden
Explore risks and mitigations that affect other stakeholders through the Housing Support Advisory Group and other planned meetings	10 September 2014 - completed	Natalia Lachkou
Explore risks and mitigations that affect service users through SPUG focus groups and other	End of August 2014- completed	Lynn Smith and Lorraine Donnachie

planned meetings		
Submit revised SCIA to Health & Wellbeing Board	13 November 2014	
Continue to review SCIA as we take forward implementation of first year savings and revise as impacts and mitigations change and develop	On-going	

### Monitoring and review:

**Person responsible for assessment: Lorraine Donnachie, Commissioning and Contracts Officer**

Version	Date	Notes (e.g. Initial draft, amended following consultation)
1	2 June 2014	Initial draft
1.1	4 June 2014	Initial draft amended following review by Ben Threadgold and Natalia Lachkou
1.2	12 June 2014	Initial draft amended following comments by Eddie Gibb and Marcus Maberley
1.3	20 June 2014	Initial draft amended following comments by Robyn Noonan
1.4	24 June 2014	Initial draft amended following comments by Nick Graham
2	24 June 2014	Consultation draft
3	3 November 2014	Revised following consultation