SARTH Common Allocations Policy Equality Impact Assessment

Name of project, policy, function, service or	
proposal being assessed	SARTH Common Allocations Policy (CAP)
Names and roles of officers completing this	Gary Jordan (Cartrefi Conwy), Roy Carroll (Tai Clwyd), Nik Weatherall (WWH), Neil Moffat (Clwyd
assessment	Alyn), Viv Perry(North Wales Housing), Faye Davies (FCC), Dawn Kent (FCC)
Department or Directorate	Housing Departments in each partner
Contact details of lead officer for this	Lead Officers as on SARTH Steering group
assessment	
Date assessment completed	13.06.13.

1. Aims and Objectives of the project, policy, function, service or proposal being assessed

		Action Points (these have been transferred to section 3)
Is this an existing project,	New policy; existing function	
policy, function or service, a		
review or a new proposal?		
What are the aims and	AIM: To allocate our social housing stock in a transparent, fair,	
objectives of the service?	consistent and accessible way, which prioritises the people in	
	our communities according to their housing needs and which	
	meets our legal requirements. (p.2 in CAP)	

	OBJECTIVES (GUIDING PRINCIPLES, p. 5 in CAP):	
	 To ensure that preference for social housing is given to those in housing need and that those in greatest need are given the highest priority. To give higher priority to applicants with a local connection to the area for which they are making an application than to those who have no such connection To ensure that the system is fair, confidential and accessible to all potential applicants. To make the best use of all the available housing stock To ensure consistency in the way in which applicants are treated by all the partner organisations 	
	 To provide a responsive service that treats everyone as an individual To empower applicants and support them to make informed and realistic choices about where they want to live 	
	 To provide appropriate, accurate and realistic advice relating to the availability of affordable housing at the point of application 	
	To maximise applicant satisfaction and improve the applicant service	
What are the main activities of the service?	To allocate social housing and provide housing options advice.	
Will the service be contracted out or	No	

commissioned?		
Will it be delivered in partnership?	Delivery is to be decided by all partners. Delivery may be led by one or more partners.	This should be monitored for equality impact when decision is made.
Which staff members will carry out the function?	To be decided. Will be designated officers in administering partner organisations. Lets to be done by each partner landnord.	This should be monitored for equality impact when decision is made. Comprehensive training will be required for those involved in delivery of function
Who is responsible for the service?	Heads of service for each partner.	
Whose needs is this service designed to meet? How does it fit in with the wider aims of the organisation?	 Everyone who comes to us looking for housing: To offer advice to each customer on affordable housing Register those identified by policy to be in need Allocate social housing to those identified to be in most need The policy fits with the wider aims of each partner. 	 There should be a fundamental review of monitoring to determine how to monitor the effect of advice: Storing information Monitoring outcomes Record all responses, including those who do not want to say/respond How will IT allow us to do this? – this should be considered when specifying and procuring IT Each partner to provide reference for where it fits with wider aims

Yes, decisions relating to the following: Are there any aspects of the service which will be Eligibility (section 6); governed by the service Local connection (section 10); provider's judgement? If so, Banding and registration (section 11 and appendix); is there clear guidance for Reduced priority (section 12); staff to prevent any bias? Allocation in relation to household size (section 13 and 14); of policy. Offers and refusals (section 15) Removal from the register (section 16); Development of local letting policies (section 17); Review of allocation policy (section 18);

Reviews and appeals (section 19)

Robust procedures must be developed to give guidance for interpreting the scheme. The procedural document should be developed as a live document and continually reviewed. Training should be provided on interpretation of policy.

Links should be made to legislation, e.g. 1996 housing act and 2002 homelessness act, as stated in policy.

These aspects should be considered when determining service model used.

2. Notes on analysis

Each partner carried out an analysis of their register to assess the impact of the proposed policy. This involved reassessing applicants and banding them in the new scheme. Cartrefi Conwy carried this out for their whole register. Other partners carried through partial analyses, depending on what was possible with their registers. Each partner looked at cases to estimate the impact. There was no observed impact resulting from moving from the current scheme to a banding scheme. This was judged to be consistent with the intended approach to base the scheme on the housing act categories. However, various actions were identified to ensure there was no impact resulting from how the policy is implemented and administered. These are set out below.

Cartrefi Conwy mapped the points awarded to current applicants onto the proposed SARTH Banding scheme. An analysis was then made of different size properties in Llandudno and in Penmaenmawr to look at the potential impact on the protected characteristics.

Clwyd Alyn examined their list and estimated which current applicants would no longer be registered because they would not meet the criteria. This allowed them to consider whether this effect disproportionately affected any group.

Flintshire council and North Wales Housing examined a particular area, in Connah's Quay and Colwyn Bay respectively, and re-banded the applicants in the SARTH bands. This allowed them to see whether there was any disproportionate effect on any group.

The results are set out in the table below.

Age	Impact or potential impact of the ch	Actions to mitigate		
Identify the impact/potential impact of the service on older people and younger people.	No observed impact due to banding Flintshire County Council (FCC) looke impact by age. Cartrefi Conwy (CC): considered 1,2, significant swing from one age group Clwyd Alyn (CAHA): examined which to be 329 out of 2109, and there is not considered to be 329 out of 2109, and there is not considered to be 329 out of 2109, and there is not considered to be 329 out of 2109.	ed at 2 bed properties in Connah's Quantities and 4 bed properties in Penmaenmoto another. applicants would be removed from	nawr. There was no	
	Age group 17-24	Number of people 57		

Gender	25-44 45-59 60+ North Wales Housing spectrum and are spe	read across the	•	•	d. Ages range	across age	Actions to mitigate
Identify the impact/potential impact of the service on women, men and transgender people.	FCC: allocations to concentrate of the proposed policy. The proposed policy of the proposed policy of the proposed from the regroup of 44 in the current of the proposed from the proposed policy.	een males and is as expected no significant in mpact. Howeve nable this analythis determine oke the current e list. We included	female main a : Male=119; fe inpact. The case or, the nature of ysis, we looked ed the size of the register into the ded group 5, co	pplicants in the male=210. This e of I bedroom of the impact value at how many place groups into the same size grorresponding to s) and the peop	group who co is similar to the properties sho ries when we beople ell into which to break oups, so we co the people w	ome off the ne overall ows on first look at each band in the current an compare the who would be	Procedural clarification is needed regarding when people are deemed to be sharing facilities. The EIA has been done by Cartrefi Conwy on the assumption that people still living at home, but over 18, are viewed as sharing facilities with people not part of their household and hence given band 2 or 4, depending on local connection. If the interpretation is counter to this, a further analysis should be done to ensure no impact occurs, particularly in
	Band/ group	CC current register F	M 5	SARTH proposed scheme F	M	TOTAL 6	relation to I bedroom properties.

2	15	24	9	30	39
3	0	0	0	0	0
4	9	7	5	11	16
Unregistered/5	17	27	23	21	44

We see more females in band 1 compared to group 1 in the current register and also more females in band 5 (unregistered compared to bottom of current register); we see more males in bands 2 and 4. Overall, we might interpret this has a swing in favour of males, though the increased number of females in band 1 might mean that in reality more females would be rehoused – it would depend on supply.

However, when we look at the reasons for these changes, we see that they are a result of justifiable policy decisions and not arbitrary discrimination:

In considering actual examples of female applicants who have moved down the list and would be unregistered in SARTH, we see that they are all either owner-occupiers or private tenants who are under-occupying. They get points for this in Cartrefi Conwy's scheme but would not get any priority in SARTH, because they are not tenants of a partner landlord. So, this apparent negative impact on females is due to the policy of giving priority to under-occupying tenants of partner landlords but not to other people under-occupying, and is a policy decision in response to welfare changes.

On the other hand, the observed swing from males to females at the very top of the list (band 1 in SARTH compared to the top 6 on Cartrefi Conwy's current list) is simply a result of the SARTH policy of prioritising under-occupation of their tenants and of urgent medical. In this case, these were disproportionately female.

When we considered 2,3 and 4 bedroom properties in Penmaenmawr, we did not observe

similar swings and similar skewed consequences of the SARTH policy. Overall, we have the following results for Penmaenmawr applicants:

Band/ group		CC current register		SARTH proposed scheme		
		F	М	F	М	
	1	4	5	8	1	9
	2	46	32	41	37	78
	3	1	0	1	0	1
	4	11	8	7	12	19
	5	69	40	74	35	109

Overall, the picture shows no significant impact in any direction.

Regarding the interpretation of the policy we make the following comment: In making their analysis, Cartrefi Conwy followed their own current policy regarding when to classify people as sharing facilities. This means that people who stay at home and live with their parents would get sharing facilities points when they become 18 9cartrefi Conwy call this "insecure tenancy" but classify it as sharing facilities for pointing. The partnership needs to agree the procedural interpretation of 2sharing facilities" in the SARTH policy and ensure that the decision does not impact one group over another. If the procedural decision is different to Cartrefi Conwy's interpretation, then an analysis of the impact should be made, in particular in relation to I bedroom properties, where this may have most impact. Whilst this was brought out by the analysis of sex, it is a more general point and will be recorded as such in section 3 of this document.

NWH: no significant change was observed.

Disability	Impact or potential impact	Actions to mitigate
Identify the impact/potential impact of the service on disabled people (ensure consideration of a range of impairments, e.g. physical, sensory impairments, learning disabilities, long-term illness).	Partners found it difficult to transfer the information on their current registers across to the SARTH bands in order to re-band applicants. Partners acknowledged the general difficulty in determining when to award medical or disability points and the difficulty in determining the exact reason why points or bands were awarded in their current schemes in order to translate this into the SARTH scheme. This is evidence that the wording should be changed slightly to make this task more precisely achievable. It is suggested that we change the band 1 category 1© definition to: "has serious physical or mental illness, disability or mental condition or behavioural disorder, which is causing serious dysfunction to themselves or the family unit such that they are completely unable to cope in their present accommodation and re-housing would alleviate the problem. For example, terminal illness or advanced progressive condition." The purpose of this is to make it clear that this case is at a higher level of unsatisfactory housing than the band 2 case. This will allow the assessing organisation to differentiate more easily between levels of medical need and award bands in a way that does not significantly change how prioritisation is done. On the other hand the development of the accessible housing register should deliver a better service to customers. Moreover, the decision to allow disabled people to register on the general needs and accessible registers will increase options. This way, adaptable properties will also be available. NWH: limited evidence that disabled people might be more advantaged - of 11 disabled people in the list for Colwyn bay, 4 moved from band 2 to band 1.	Ensure procedural guidance is clear to guide assessment. Ensure evidence is required. Ensure implementation and training emphasize equal access to housing and policy of giving disabled people preference for adapted housing and giving disabled people access to adaptable housing.
Race/Ethnicity	Impact or potential impact	Actions to mitigate

Identify the	The data is partial because of people not giving information. But what we have shows very few	
impact/potential	people from different ethnicities on the registers, which reflects the general population.	
impact of the service		
on Black and minority	For example, CAHA evidence shows 18 out of 329 people removed from the register are non	
ethnic (BME) people.	white British.	
, , ,	This reflects the background population:	
	DCC: 99.3% are white British	
	FCC: 97.8% white British	
	CCBC: 98.2 white British	
Sexual Orientation	Impact or potential impact	Actions to mitigate
Identify the	There are too few people on the register who state they are not heterosexual for meaningful	Try and make monitoring better
impact/potential	analysis.	going forward to enable analysis.
impact of the service		
on gay, lesbian and		
bisexual people.		
Gender Re-	Impact or potential impact	Actions to mitigate
assignment/ Identity		
Identify the		The and make manifesting by the
Identify the	There is not enough data on the register for meaningful analysis	Try and make monitoring better
impact/potential		going forward to enable analysis.
impact on		
transgender people.		

Pregnancy and	Impact or Potential impact	Actions to Mitigate	
Maternity			
	No observed impact. In CAHA	analysis, 47 out of 329 who come of the list are pregnant. This	
	reflects the background data f	or the whole list.	
Marriage/Civil	Impact or Potential impact		Actions to Mitigate
Partnership			
	No observed impact.		
Religion and belief	Impact or potential impact	Actions to mitigate	
Identify the	No observed impact.		
impact/potential impact of the service	CAHA results table for applica	nts who would come off the list:	
on people of different	Religion	Number of people	
religious and faith	Hindu	1	
groups.	Muslim	1	
	Christian	67	
	No religion	61	
	Not known/didn't say	199	
	FCC and NWH also observed n	o impact.	
Language	Impact or potential impact		Actions to mitigate

Identify the	CAHA results table for applicar	its who would come off the list:		
impact/potential impact of the service on people of different language groups.	Preferred Language of communication Welsh	Number of people 1		
language groups.	Hungarian English Not declared	1 182 142		
Transfer tenants	Impact or potential impact			Actions to mitigate
Identify the impact/potential impact of the service on transfer tenants	· ·	s coming off the list are transfer tend and so this is a reasonable impact.	ants. These were tenants	

3. Actions identified

<u>Policy Amendments</u> – these have been incorporated into the revised policy and taken to steering group

Strand	Observation	Task
Disability	Partners identified the difficulty in reassessing	Change the band 1 category 1© definition to: "has serious physical
	applicants in order to estimate the impact. It was	or mental illness, disability or mental condition or behavioural
	agreed that the wording should allow the assessment to	disorder, which is causing serious dysfunction to themselves or the
	prioritise in a similar way to how partners currently	family unit such that they are completely unable to cope in their
	prioritise and thus should not have a substantial impact.	present accommodation and re-housing would alleviate the

	On the other hand the development of the accessible housing register should deliver a better service to customers. Moreover, the decision to allow disabled people to register on the general needs and accessible registers will increase options. This way adaptable properties will also be available.	problem. For example, terminal illness or advanced progressive condition."
Sexual Orientation	DCC report feedback that young people sometimes become homeless because of issues related to them coming out in their local community. This may relate to hate crime or fear of violence and should be considered a reason to give band 1 priority	Do we need to amend wording in scheme to make it clear that this qualifies as band 1?
Pregnancy/ Maternity	In policy, a pregnant woman is eligible for 1 or 2 bedrooms and may justifiably refuse a 1 bed. Same argument would hold where pregnant woman already has children and would become eligible for more than 2 bedrooms.	Insert statement in policy that where woman is pregnant a review of their bedroom entitlement would be undertaken and they may be eligible for larger property?

<u>Procedures outcomes</u> – to be done during development of procedures and on-going

Strand	Observation	Task
all	Judgements are required in making assessments in relation to, e.g.:	Ensure all areas where staff must make judgements have clear guidance and governance relating to
	Eligibility (section 6);Local connection (section 10);	equalities considerations and legislation.

	 Banding and registration (section 11 and appendix), 	
	including application form and medical assessment;	
	 Reduced priority (section 12); 	
	 Allocation in relation to household size (section 13 and 	
	14);	
	Offers and refusals (section 15)	
	 Removal from the register (section 16); 	
	 Development of local letting policies (section 17); 	
	 Review of allocation policy (section 18); 	
	Reviews and appeals (section 19)	
all	ASB. Policy proposes sanctions which can be applied if people have	Procedural developments need to ensure guidance is
	ASB. Policy has been amended to clearly state that each case must be	given on fair implementation of this.
	examined in light of mitigating circumstances, including mental	
	health.	
All	The analysis was made on the assumption that people who are over	Procedural clarification is needed regarding when
	18 and sharing facilities at home with their parents or others would	people are deemed to be sharing facilities. The EIA has
	be classified as sharing facilities.	been done by Cartrefi Conwy on the assumption that
		people still living at home, but over 18, are viewed as
		sharing facilities with people not part of their household
		and hence given band 2 or 4, depending on local
		connection. If the interpretation is counter to this, a
		further analysis should be done to ensure no impact
		occurs, particularly in relation to I bedroom properties.
disability	Giving false information. People with mental health problems or	Guidance on how to deal with this fairly is required.

	disability may give false information unintentionally or without understanding the consequences.	
disability	Convictions and evictions – sections on sanctions. These may have happened illegally or without reasonable consideration of the person's disability or condition.	procedures should clarify that individual circumstances relating to disabality or mental health may have led to evictions or convictions and these may mitigate the sanctions we would want to apply.
disability	People with a disability may require longer to arrange viewings or to make a decision on accepting or refusing an offer.	procedures must make clear that more time and support may be required for viewings and acceptance/refusals.
disability	Some people may require larger properties/extra bedrooms for, e.g. carer or storage of equipment.	The procedural document should give examples and clarify interpretation.
Disability and ethnicity	Complicated forms can be a barrier to those with learning difficulties or sensory impairment or language difficulties. Reliance on telephone or internet may also disadvantage certain people with communication difficulties.	Ensure forms are as clear and simple as possible. Access to the service should be by a diverse variety of means, including face to face, possibly with support, e.g. at central location or home visit. Ensure support is available and easily accessible for people to get advice and to apply. Ensure procedures and training makes clear duty to ensure access and support applicants. Need to ensure information is provided in alternative forms.

ethnicity	Gypsy and traveller customers: how would they be treated	Procedures should make clear that in this case, the
	under the scheme if they wanted to leave their nomadic life?	applicant should be referred to homelessness,
		which would assess the case and this would
		normally apply. Awareness should be raised within
		this community about allocations.
ethnicity	Some people will require communication in different languages	Procedures must make clear that we will
		communicate in different languages and offer
		support.
Religion and	People may require particular facilities in a property for	Procedures must make clear that this would
belief	religious or cultural reasons. For example, Muslims or Jews may	constitute reasonable grounds for refusal of
	require two sinks in the kitchen or a shower.	viewing or offer.
Religion and	People within some religions/cultures may seek	Procedures and training should ensure these
belief	viewings/interviews with staff of particular gender and require	factors are widely known and followed in the
	particular cultural sensitivities to be met, e.g. taking off of	service.
	shoes in house.	
Religion and	Extended families are more likely in certain cultures. There is a	Procedures should ensure it is clear that extended
ethnicity	danger that properties will not be available for such large	families can be part of household. Shortage of
	families or that officers may not consider the extended family	certain property types should be considered in
	as part of the household.	relation to demand and development. Recording of
		enquiries, need and advice given will allow this to
		be monitored in relation to extended family size.
	1	I

Sexual	DCC report feedback that young people sometimes become	Procedures should highlight this possibility that
Orientation	homeless because of issues related to them coming out in their	someone may be fleeing hate crime or threat /fear
	local community. This may relate to hate crime or fear of	of violence in relation to sexuality. This should be
	violence and should be considered a reason to give band 1	followed by homeless teams and homeless
	priority	assessment should ensure correct communication
		to application officers so correct banding is
		awarded.
Age	ASB is related to age and so younger applicants will be more	Procedures should make clear that implementation
	affected by sanctions than older, on average.	of policy should be fair, reasonable and legal.
Pregnancy/M	In policy, a pregnant woman is eligible for 1 or 2 bedrooms and	Procedures should make clear that it is reasonable
aternity	may justifiably refuse a 1 bed. Same argument would hold	for someone to refuse a property when they are
	where pregnant woman already has children and would	pregnant and will require extra bedroom within
	become eligible for more than 2 bedrooms.	short space of time. This would apply whenever the
		future birth of a child may mean they become
		eligible for a larger property. Insert statement in
		policy that where woman is pregnant a review of
		their bedroom entitlement would be undertaken
		and they may be eligible for larger property.
Welsh	Policy and approach needs to be bilingual.	1. Adhere to Welsh language legislation.
language		

	2. Ensure policy is available in Welsh.
	4. Do housing options services need to be bilingual or have proportion of Welsh speaking officers? This may vary by area.

<u>Service delivery development outcomes</u> – to be done during service delivery development and ICT specification

Strand	Observation	Task
all	Assess delivery structure re. impact on equality, particularly in relation to	Assess delivery structure re. impact on equality,
	partnership working	particularly in relation to partnership working
all	Monitoring: service delivery design should enable better recording of	Monitoring: service delivery design should enable
	information on need and outcomes of advice given, in relation to equality	better recording of information on need and
	and housing need IMPORTANT: specify IT to record presenting need in	outcomes of advice given, in relation to equality and
	relation to equality and outcomes of getting advice.	housing need.
		Specify IT to record presenting need in relation to
		equality and outcomes of getting advice.
		Take this forward constructively with IT suppliers
gender	Location of HOT centres should not discourage women (or any other	
	group) from attending	
Disability and	Policy talks about need to make some things clear "in writing". Need	
ethnicity	to ensure information is also provided in other forms.	
Disability and	Complicated forms can be a barrier to those with learning difficulties	Ensure forms are as clear and simple as possible.
ethnicity	or sensory impairment. Reliance on telephone or internet may also	Access to the service should be by a diverse
	disadvantage certain people with communication difficulties.	variety of means, including face to face, possibly
		with support, e.g. at central location or home
		visit. Ensure support is available and easily

		accessible for people to get advice and to apply.
		Ensure procedures and training makes clear duty
		to ensure access and support applicants.
Religion and	Extended families are more likely in certain cultures. There is a	Procedures should ensure it is clear that
ethnicity	danger that properties will not be available for such large families or	extended families can be part of household.
ŕ	that officers may not consider the extended family as part of the	Shortage of certain property types should be
	household.	considered in relation to demand and
		development. Recording of enquiries, need and
		advice given will allow this to be monitored in
		relation to extended family size. – ICT
		implications
Age	Having particular properties designated for particular age groups should	This issue should be noted and fed into housing
	be justified on basis of need.	strategy by individual partners, to ensure the age
		designation of properties accords with recognised
		housing need.
		SARTH ICT should be specified to enable collecting of
		data on need in relation to age.
Age	Changes to housing benefit for people 35 and under - assumption they will	Needs monitoring.
	share accommodation.	Budgeting advice should include this.
Welsh	Policy and approach needs to be bilingual.	1. Adhere to Welsh language legislation.
language		2. Ensure all customer facing material is bilingual.
		4. Do housing options services need to be
		bilingual or have proportion of Welsh speaking
		officers? This may vary by area.
		. , ,

<u>Training outcomes</u> – to be done in lead up to implementation and on-going

Strand	observation	Task

all	Equality awareness and issues should be embedded in service.	Setting up of HOTs must include equality training. Training outcomes should be embedded so that they are done for all new staff on ongoing basis.
Gender identity	Officers are not allowed to ask for evidence of gender reassignment and must be confidential.	Training must make clear what is good practice in relation to gender reassignment/identity.
all	Tasks require judgements	Training must ensure all areas where staff must make judgements have clear guidance and governance relating to equalities considerations and legislation.
all	As in procedures table	Pick up all the tasks listed under the policy and procedures above and cover in training.

<u>Promotion and Marketing outcomes</u> – to be done in lead up to implementation and on-going

Strand	Observation	task
ethnicity	Migrant workers should have awareness raised regarding rights and options	Promotion of SARTH leading up to implementation to migrant groups
age	Older people may not be aware of the policy or register or their options and hence miss out on opportunities.	Promotion of SARTH leading up to implementation to older people and groups
All	Awareness raising through community channels to all sections of community.	Awareness raising through community channels to all sections of community.

AHR development outcomes – being taken forward now by project officer and Jane Richardson. This to be fed through AHR group

Strand	Observation	task

disability	How will property type and matching of person to property be done?	Develop matching policy.
disability	Service needs to be accessible to all people with physical or mental disability and all vulnerable people.	Ensure service is accessible. Develop links with support agencies