Appendix B

WATFORD BOROUGH COUNCIL TEMPORARY ACCOMMODATION PLACEMENT POLICY: EQUALITY IMPACT ANALYSIS

1. Introduction

This report presents the findings of an assessment of the potential impacts of the Watford Temporary Accommodation (TA) Placement Policy. The assessment aims to ensure that the policy takes into account the needs and aspirations of a wide range of groups and does not lead to the unlawful discrimination upon any individual or group.

2. Report methodology

The methodology to be used in the production of the Temporary Accommodation Placement Policy Equality Impact Assessment is based on guidance published by Watford Borough Council. In line with this guidance, this report will assess the positive and negative impact of the proposals included within the Temporary Accommodation Placement Policy in respect of the "protected characteristics" set out in the Equality Act 2010.

These are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion and belief
- Sex (gender)
- Sexual orientation
- Marriage and civil partnership

The assessment considers the impact of the Temporary Accommodation Placement Policy in order to:

- Identify the needs of equality groups
- Identify the positive impacts of the proposed policy
- Identify the adverse impacts of the proposed policy
- Identify proportionate and reasonable mitigation measures that need to be incorporated into the policy to reduce or eradicate significant adverse impacts.

This will be established by:

- Awareness of the relevant national, regional and local legislation and policy with regard to equality issues.
- Consultation with a wide range of individuals and groups who are stakeholders in the placement of existing and potential applicants in temporary accommodation by Watford Borough Council.

Impacts have been compiled into tables in section 6 of the report, as per Watford Borough Council's guidelines, with impacts noted per group and classified as positive, neutral or negative. There is then a description of the reason for that classification and a description of the proposed mitigation of the impact, if necessary.

3. Local and National policies

A variety of national legislation underpins the requirement and need to carry out an equality impact assessment for the proposed Watford Temporary Accommodation Placement Policy. This legislation highlights how equality is increasingly recognised as a fundamental part of the policy-making process, while also requiring organisations to adopt a more proactive approach to promoting equality of opportunity across a variety of projects including those to the built environment.

The Equality Act brings together all the existing strands of equality and discrimination legislation and provides a much clearer picture of existing law, extending it to cover some anomalies in existing discrimination law, and creating a stronger set of obligations on public bodies to promote equality. National legislation underpins Watford Borough Council's local policy which is set out in the Single Equality Scheme 2010-2013.

The primary aspiration of this policy is to create and maintain a borough in which each person has an equal entitlement and access to quality services and employment opportunities, irrespective of their race, religion or belief, disability, age, gender, gender reassignment, sexual orientation, family circumstances, marital status or financial status. The policy sets out its commitment to:

- Promote the principles and practices of equality throughout the council and the borough, as well as with appropriate multi-agency partnerships.
- Implement clear internal policies and procedures to address inequality and ensure that all
 employees and service users are not discriminated against on the basis of race, gender,
 disability, age, religion and belief, gender reassignment or sexual orientation.
- Challenge when unfair discrimination and harassment is seen.
- Promote good relations between people of different races.
- Promote equality of opportunity for disabled people, and between men and women.
- Promote equality of opportunity for people of all ages, sexual orientation, religions or belief.
- Undertake effective and meaningful consultation and encourage active community participation and involvement in decisions.
- Ensure that recruitment procedures provide equality of access for all staff and local communities.
- Assess, monitor and evaluate the implementation of access for all policies through Equality Impact Assessments, making appropriate adjustments where necessary.

Consultation and this Equalities Impact Assessment are required stages of the process to ensure Watford Borough Council meets its duties under The Equality Act 2010.

4. Background and Description

The Council has a duty to provide suitable temporary accommodation (TA) Under Part VII Housing Act 1996 to households who are eligible, homeless and have a priority need until a decision has been reached on their application as to what duty if any is owed. If the council decides that it owes a 'full housing duty', an applicant will continue to be provided with TA until they find their own accommodation or are offered permanent housing (either social housing; or from November 2012, a local authority's homelessness duty can be discharged through the use of a suitable private rented property).

The council takes into account the circumstances of each household when allocating TA or a private rented property to ensure that it is suitable. Watford Borough Council's Placement Policy outlines the approach that will be taken in making placements into temporary accommodation. The same principles already apply to discharge into the private rented sector. This policy has been in operation informally for a number of years for TA placements and there has been a yearly increase in placements outside of the borough. 32% of TA residents are currently placed out of borough. As at 31st January 2016, 72 out of a total of 227 applicants in TA were placed out of the borough.

The Council would prefer for all placements to be made within borough boundaries. This is in line with the legislation and statutory guidance set out by the government which requires that Councils should place homeless households in their own district wherever possible. The guidance states that the circumstances of the whole family must be considered, and where a placement is made out-of-district the following will apply:

Where it is not possible to secure accommodation within district and an authority has secured accommodation outside their district, the authority is required to take into account the distance of that accommodation from the district of the authority. Where accommodation which is otherwise suitable and affordable is available nearer to the authority's district than the accommodation which it has secured, the accommodation which it has secured is not likely to be suitable unless the authority has a justifiable reason or the applicant has specified a preference. DCLG, 2012¹

It is important to note that of those placed out of borough, most are placed in the boroughs of Dacorum, Hertsmere, Harrow, Luton and Central Bedfordshire. However, in borough placements are becoming in increasingly short supply due to rising costs and benefit restrictions and it is likely that an increased proportion of households will be placed out of borough in future.

Welfare Reform (low levels of local housing allowance against increasing local market rent) is negatively impacting on our supply of 2 bedroom accommodation the main size required for households in TA. We have seen a decrease in the overall number of social lettings by 20% in the previous 24 months to date. TA occupation has more than doubled since March 2013 with over 200 families now occupying TA. The council needs to avoid the use of unsuitable TA that is either of the wrong type (i.e. B+B accommodation for families) or too expensive accommodation.

Given the dwindling supplies of local affordable accommodation used for TA the Council require a formalised policy to safeguard the interests of those requiring TA (or a suitable place in private rented accommodation). The Temporary Accommodation Placement Policy's aim is to prioritise the constrained supply of suitable temporary / affordable private rented in-borough housing to those that need it the most; make the council's position consistent and clear; and reduce any risk of legal challenge. Depending on their individual circumstances, households could be placed in one of two groups in line with the DCLG guide which states:

Generally, where possible, authorities should try to secure accommodation that is as close as possible to where an applicant was previously living. Securing accommodation for an applicant in a different location can cause difficulties for some applicants.

Local authorities are required to take into account the significance of any disruption with specific regard to employment, caring responsibilities or education of the applicant or members of their household. Where possible the authority should seek to retain established links with schools, doctors, social workers and other key services and support. Authorities should also take into account the need to minimise disruption to the education of young people, particularly at critical points in time such as leading up to taking GCSE (or their equivalent) examinations. DCLG, 2012¹

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GROUP A –Households that have an assessed need to be placed in the local area / adjacent boroughs / 90 minutes travel time on public transport). This group includes but is not limited to households with children in key stages of education e.g. sitting their GCSEs, those in settled employment, those with exceptional medical and social welfare requirements.

GROUP B – All other households. This includes those who would otherwise be in Group A but do not have an exceptional need to be in Watford or the local area.

This implies that the Council is required to carry out searches in an increasing radius, or in terms of travel time, to source accommodation. The emphasis is on securing accommodation that is suitable and affordable. In this respect, affordability applies to both to the client and to the placing council. All placements are subject to a thorough suitability assessment to determine the type and location of accommodation that should be offered. There is legislative guidance and extensive case law on this and the placement policy provides guidelines for officers to follow. The following questions form part of the suitability assessment:-

Medical

- 1. Do you or anyone in your household have any diagnosed medial requirements which mean that you have to live close to a medical centre? I.e. Doctor surgery, hospital
- 2. Do you or anyone in your household have a carer that either lives with you or comes in to provide care?
- 3. Do you or anyone in your household provide significant amount of care to someone else, e.g. a relative you don't live with?

Special Needs

- 4. Do you have any support services that you or anyone in your household works with?
- 5. Are you at risk in any area/s?

Education

- 6. Do you have any children attending school?
- 7. What school does your child attend and what years are your children currently in?
- 8. Do any of your children have a Statement of Special Educational Needs?

Employment

9. Are you or anyone in your household currently employed? If so, when did you start working for your current employer and where is your job mainly based?

Other Factors

10. Are there any other key factors that think should be considered regarding any affect the location you are placed in may have on you and your family?

5. Consultation Methods and Headline Findings

The draft copy of the policy has been made available to stakeholders and service providers operating within the Watford Borough Council area. A questionnaire was then compiled which was made available for the wider public, online through the Council's website and letters with questionnaires attached were sent to 220+ housing applicants residing in temporary accommodation.

Headline findings

- The responses from existing TA applicants' were based on their individual circumstances
- Recognition and acceptance that the social housing sector can no longer meet the totality
 of housing need of people in Watford
- Limited number of available properties in the private rented sector in the Watford area
- The need to source properties in areas outside of Watford could not be avoided
- Desire from support services to be involved in the process of placing potential applicants outside of Watford particularly the vulnerable client group
- Request for further support with quicker access and processing of housing benefit applications to avoid applicants with support needs losing offers of accommodation.

Comparative Analysis

These involve a comparative analysis of the recent information obtained from the Office of National Statistics (ONS), records on Locata Housing Management System and responses received during the consultation process from the public and applicants in Watford TA

6. Impact Assessments

6.1 Watford population (ONS Data)

Watford is an extremely diverse borough. Understanding our population helps ensure the needs of local people and communities are taken into account. Outlined below are some of the key Office of National Statistics (ONS) data and information that supports our understanding of the Watford community and assessing our housing needs

Watford	Total Resident Population	Males	Females
All Ages	90,300	44,800	45,500
0-4	6,700	3,400	3,300
5-9	5,400	2,800	2,600
10-14	5,300	2,700	2,600
15-19	5,300	2,700	2,600
20-24	5,700	2,800	2,900
25-29	8,000	3,900	4,200
30-34	8,100	4,100	4,000
35-39	7,300	3,700	3,600
40-44	7,000	3,600	3,500
45-49	6,400	3,300	3,100
50-54	5,400	2,700	2,600
55-59	4,400	2,200	2,100
60-64	4,000	1,900	2,100
65-69	3,100	1,500	1,600
70-74	2,600	1,200	1,400
75-79	2,200	1,000	1,200
80-84	1,700	700	1,000
85-89	1,000	400	700
90 and over	600	100	400

Source: Office for National Statistics 2011 Census

49.6% of Watford's resident population in 2011 were male, as compared to 49.2% in 2001 and 50.4% were female, as compared to 50.8% in 2001. Further analysis of the population is below.

Population	The size of Watford's population at the time of the census in 2011 was 90,300 . This is around a 13% increase in population since the last census in 2001 when the population was 79,726.	
	The current mid-year estimate (2014 revised) p 95,500.	outs the population at
	Watford's numerical population growth of 1,769 2013 and mid 2014 was made up of the following	
	 Excess births over deaths 	+862 persons
	 Net internal in-migration persons 	+318
	 Net international in-migration 	+590 persons
	Other person	-1

	1	
	Total persons	+1,769
	This marks a major change from m growth in which net internal in-migr. Watford's population growth. What attraction for a diverse range of the draw and, ultimately, adds to town's	ation was the biggest component in it means for the borough is that its population continues to be a big
Population density		ensely populated district area in (8 sq mi). However, in comparison particularly those in and around the
	Since 2013, Watford's popularity as indications are that its appeal continuand it attracts new residents because proximity to London and high levels town also benefits from a good rangleisure venues and a strong social voluntary and community groups are	nues to extend beyond the borough se of its excellent transport links, s of employment opportunities. The ge of facilities, entertainment and fabric – including its range of
Age	Watford continues to have a relative comparison to the rest of Hertfords The largest populations by age ban 25-29 (8,000); 30-34 (8,100)	ely young population - particularly in hire. nd in Watford are: 00); 35-39 (7,300); 40-44 (7,000) essive age-band fall progressively
	The median age in Watford is 35 - lowest median age in Hertfordshire the Eastern region (47 local authori for the UK is 39.	and is the fifth lowest median age in
	Watford has the fourth highest percin the Eastern region and the sixth comparison, Watford has the third I in the region.	•
Households	The average household size in Warregion.	tford is 2.4 . This is average for the
	Number of households The ONS data, based on the censul households in Watford at the time of is the figure was 38,482. Watford had the fourth highest percentage +14.6% - in the Eastern region from Household Composition • Most frequent household = single pensionable age.	of the Census; as of March 31 2015 centage change in households - n 2001 to 2011.
		2001 to 21.1% in 2011 (overtaken

	married couples with children) • Lone parents - significant rise in the number and % of lone parents (from 4.9% in 2001 to 7.2% in 2011) • One person pensioner households – declined in both numbers and percentage (from 12.2% 2001 to 10.0% in 2011) Household tenure • Privately rented housing: • increased from 3,170 homes in 2001 to 7,371 homes in 2011, from 9.8% to 20.1% of the housing stock • Homes owned outright: • decreased from 26.1% to 24.4% • Homes being purchased with a mortgage: • decreased from 46.1% to 37.2% • Social housing remained static as % of the total housing stock (16.3% in both 2001 and 2011) yet it has increased in number from 5,266 in 2001 to 5,987 in	
Projections	2011 The ONS interim 2012-based sub national population projections are an indication of the future trends in population over the next 10 years. Watford's population is projected to be 103,000 by 2021	
Sex	Watford has a balanced male / female population.	
Ethnicity	The White British population has decreased from 2001 to 2011 and is now 62% of the Watford population. All ethnic categories except for White British and White Irish have increased over the time period, with notable percentage increase in White Other, Indian, Pakistani and Black African. Other white is the largest non-White British ethnic group in Watford (7.7%) followed by South Asian(11%) and Black African(3.5%). Recent data indicates that this trend continues.	
Religion	54% of the Watford population identified themselves as Christian in the 2011 Census, 21% stated they had 'no religion, and just under 10% identified themselves as Muslim.	

6.2 Housing records on Locata

This is the analysis of the records of applicants who have been placed in temporary accommodation by Watford Borough Council is below. Over 100 responses were received which

represented a mix of online responses and responses many of which were past and present TA applicants.

AGE				
	Age band	No	%	
	18-25	11	5%	
	25-40	127	56%	
	41-59	73	32%	
	60-80	16	7%	
	Total (Main	227		
	Applicants)			
	,	•		A occupants range from the ages of tively similar to the census figures
	for housing is ge households are placement policy	Positive : for the reasons of transparency and clarity as above. As priority for housing is generally through having dependent children, younger households are over represented in temporary accommodation .The placement policy means that children at key stages of their education are less likely to be placed out of the borough.		
	stage of their ed	Negative: There is a negative impact on school children not at a key stage of their education. Some may have to change their schools due to increased travel time.		
DISABILITY				
	The ONS maintains records for areas with lowest and highest activity limitations and Watford does not fall into either of these groups.			
	Elements of limited activity was indicated by 30% of TA applicants but was accepted in 5% of applications following medical assessment. This indicates that there is very limited number of affected applicants currently in TA			
	Positive: Households with significant disabilities or medical needs, including mental health, where their health or welfare may be significantly adversely affect by moving out of the local area, as assessed by the Council's medical advisor would be prioritised to remain in the local area. 10% of households in TA are currently due to their possible priority from physical or mental illness, though this does not include families with disabilities as having dependent children grants them priority.			
				racteristic may require specially limited in supply in the area
GENDER REASSIGNMENT				
	Records unava			_
	We also do not report on this characteristic Positive : although we do not report on gender re-assignment, a			
	Positive: aitho	ugn we c	o not re	port on gender re-assignment, a

	clearer more transparent	proces	ss base	d on individual assessment
	is likely to be beneficial to	•		
	1	_	•	it it would be considered as
	part of the suitability assessment under 'Other factors'.			
PREGNANCY AND MATERNITY				
	ONS generally retains red			<u> </u>
	1	occurrence for the characteristic. Watford is not recognised as an		
	area of high rate of pregnancy and maternity.			
	Pregnant applicants and	those	with you	ung children in TA
	Household Type	No	%	
	Couples with children	71	31%	
	Lone parent female	114	50%	
	Lone parent male	9	4%	
	Total No of Households in	227		
	TA (includes single male and female households)			
	and formate flousefloids)		l	
	Positive : for the general reasons of clarity and transparency, 85% of residents fall into this group and many of who are prioritised for accommodation in the local area.			
	Negative : Some families may be placed out of area due to lack of suitable accommodation however they are prioritised for move back into the local area. Delays often arise when applicants refuse offers of suitable accommodation.			
RACE				
	British, Irish and other), 1 Pakistani) and 7% (Black All ethnic categories exceincreased over the time p White Other, Indian, Paki There is significant differentiations of the composition of the composi	8% (A , Black ept for eriod, stani a ence w ake up	sian, A British White E with no and Blac with the more t	Rifican and Caribbean) British and White Irish have table percentage increase in ck African. TA population. Black and han 60% of the existing
	applicants while the remaining 40% comprise of White (British, Irish and Other).			
	Positive : Overall, the change is positive as it formalises existing practises whilst at the same time making them more transparent, consistent and clearly defined. There is no adverse impact due to race.			
RELIGION AND BELIEF				
	According to the ONS, W Christian, 21% had 'no re			
	Most of the TA applicants	do no	t indica	te their preference.

	T
	Positive – although we have much limited data on religion and belief, a clearer, more transparent process based on individual assessment is likely to be beneficial to all groups. If religion and belief, presented any impact on the placement it would be considered as part of the suitability assessment under 'Other factors'.
SEX (GENDER)	
	According to the ONS, men form 49.6% and women 50.4% of the Watford population indicating a balance.
	There is significant difference with the TA population as women represent 74% and men 26%
	Women are disproportionately affected as they represent 74% of households in TA, compared to 26% as men. Women are over represented is because the main reason for a local authority to have a duty to provide accommodation is dependent children. Overall it is positive as this group is prioritised for local area placements and also for the reasons of transparency and clarity as above.
SEXUAL ORIENTATION	
	The ONS do not maintain records for this characteristic.
	We do not record this characteristic for TA applicants.
	Positive – although we do not record the characteristic, clearer and more transparent process based on individual assessment is likely to be beneficial to all groups. If sexual orientation, presented any impact on the placement it would be considered as part of the suitability assessment under 'Other factors'.
MARRIAGE AND CIVIL PARTNERSHIP	
	According to the ONS, 38% of the population are either married or in a civil partnership
	This is represented in TA as 31% of applicants in TA have indicated to be in a form of relationship.
	Positive : for the general reasons already given. We do not report on marital status, though the majority are single / single parent households, suggesting a relatively lower % of married / civil partnerships in this group
SOCIO-ECONOMIC	
FACTORS	
	The ONS reports Watford as a thriving town benefiting from growing young population of professionals and increased property prices.
	There is significant difference with the TA population most of who will require welfare support.

Positive. Most TA households are in receipt of household benefit. The affordability of accommodation is a significant factor in determining suitability. The policy allows for consideration to be given as to whether the applicant can afford housing without being deprived of basics such as food, clothing, heating, transport and other essentials; and in doing so will take account of costs resulting from the location of accommodation. The policy also allows for those in full time employment in Watford to be prioritised for the available local supply, of particular benefit to those in lower paid jobs

6.3 Consultation Findings

Consultation on the policy was conducted through questionnaire which was made available to the general public via online survey and also sent directly to the residents in Watford TA by post. The questions and analysis of the responses are below.

6.31 Demography

Race	Percentage
White British, Irish, Other	55%
Black British, African, Caribbean	15%
Asian British, Pakistani, Indian, Bangladeshi	20%
Did not say	10%

6.32 Survey Questions and Responses

Question	Response
Do you agree that, in order to meet the	50% disagreed;
current high level of demand for urgent,	30% agreed;
temporary accommodation, the council	20% did not comment

Question	Response
should look for suitable properties outside of Watford?	We accept that applicants and their households would prefer to be placed in the local area and this is what we would want to achieve. Mitigation: The Council will prioritise the transfer of affected applicants back into the area as soon as suitable accommodation become available. There is increased efforts to source and build more TA in the area
Question	Responses
Thinking about each one, do you agree that they are important factors when the council is making a decision?	a. People with a severe and ongoing health problem that requires treatment in Watford 80% agreed; 10% disagreed; 10% did not comment We accept that applicants and their households would prefer to be placed in the local area and this is what we would want to achieve. Mitigation: The Council will prioritise the transfer of affected applicants back into the area as soon as suitable accommodation become available. There is increased efforts to source and build more TA in the area b. Families with a child with special educational needs who is being educated in Watford 70% agreed; 20% disagreed; 10% did not comment We accept that applicants and their households would prefer to be placed in the local area and this is what we would want to achieve. Mitigation: The Council will prioritise the transfer of affected applicants back into the area as soon as suitable accommodation become available. There is increased efforts to source and build more TA in the area c People who are providing care and support to a family member who lives in Watford 70% agreed; 20% disagreed;

Question	Response
	10% did not comment
	We accept that applicants and their households would prefer to be placed in the local area and this is what we would want to achieve.
	Mitigation : The Council will prioritise the transfer of affected applicants back into the area as soon as suitable accommodation become available. There is increased efforts to source and build more TA in the area
Question	Responses
The council is also looking to prioritise finding accommodation within reasonable travelling time [this is 90 minutes by public transport] for people in the categories	a. Families who have a child, or children, over the age of 14 who are enrolled in public examination courses (e.g GCSEs or A' levels) in Watford
	30% agreed; 60% disagreed; 10% did not know
	We accept that applicants and their households would prefer to be placed in the local area and this is what we would want to achieve.
	Mitigation : The Council will prioritise the transfer of affected applicants back into the area as soon as suitable accommodation become available. There is increased efforts to source and build more TA in the area
	b. People who have worked in Watford for more than six months (16 hrs /week for a single person or lone parent and 20 hrs/ week for a couple
	30% agreed; 60% disagreed; 10% did not know
	We accept that applicants and their households would prefer to be placed in the local area and this is what we would want to achieve.
	Mitigation: The Council will prioritise the transfer of affected applicants back into the area as soon as suitable accommodation become available. There is increased efforts to source and build more TA in the area

-6.4 Conclusions and justification

Conclusions	Justification
The main conclusions of this	As with any policy which allocates housing in
EIA?	Watford, with demand far exceeding supply, there will be positive and negative impacts. The policy
What, if any, disproportionate	aims to make this a fair process as much as
negative or positive equality impacts identified?	possible. By formalising existing practises in a clear, transparent and equitable way, the introduction of this policy is positive from an equalities perspective.
Grounds for justifying them and how will	
they be mitigated?	Overall the impact on any particular equalities group is limited. Each case is assessed on its merits. Statistical analysis of the current use of out of area placements indicates that there is no indirect discrimination taking place.
Equality Issues	Mitigation
Increased use of out of borough placements may incur unforeseen outcomes	Regular review of equality impacts of this policy.