

Cabinet

Supplementary Information



Date: Tuesday, 5 September 2023

Time: 4.00 pm

Venue: The Council Chamber - City Hall, College Green, Bristol, BS1 5TR

13. Development of External Residential Children's Homes

(Pages 2 - 8)

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Date: Tuesday, 29 August 2023





Equality Impact Assessment [version 2.9]

Title: Development of residential children’s homes and move on accommodation	
<input type="checkbox"/> Policy <input type="checkbox"/> Strategy <input type="checkbox"/> Function <input checked="" type="checkbox"/> Service <input type="checkbox"/> Other [please state]	<input checked="" type="checkbox"/> New <input type="checkbox"/> Already exists / review <input type="checkbox"/> Changing
Directorate: People	Lead Officer name: Hannah Gillett
Service Area: Children and Families	Lead Officer role: Senior Commissioning Manager

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](https://sharepoint.com).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the [Equality and Inclusion Team](#) early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use plain English, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

Bristol City Council submitted a successful bid to the DfE Children’s Homes Capital Funding Programme in 2022. The bid addresses gaps in sufficiency locally and nationally for two cohorts of children with complex care needs through:

- i. Programme 1: A Tier 3.5 home to support children with mental health needs to live in the community through a collaborative model of delivery with Health, Education and Social Care. These children will have experienced acute Health settings and require clinical and social care to enable discharge and/or to prevent hospital admission and re-admission.
- ii. Programme 2: A new home for adolescent boys aged 15-17+ with challenging and aggressive behaviour. This will provide a therapeutic treatment setting for restorative care, for young men with criminal justice involvement and where exploitation is part of their risk profile. The home will include two self-contained pods in the grounds as preparation for independent living.

The project will create the two new Children’s Homes out of existing BCC-owned buildings in order to provide bed spaces for eight children and two carers.

We will commission a strategic partner to run the homes, and the local authority will have responsibility for working in partnership with the Provider to ensure that we are meeting the needs of the children and young people. The services have been co-designed with Health, Education and Social Care and we will ensure the contractual arrangements in place are flexible to meet any changing demographic of children and young people’s needs.

In January 2023 Cabinet delegated authority to Executive Director of Children and Education to take all steps necessary to procure and award the contract(s) necessary for the implementation of a Tier 3.5 and an Adolescent Males Children’s Home and commission a provider to run the homes. This proposal is to expand

the remit of this partnership to include foster placements for step down where appropriate and 16+ supported accommodation for move on, as well as the two homes. These will be developed in order to ensure a step down and move on pathway for children.

In addition we are also seeking to go out to tender for a provider to develop up to two bespoke children's home to meet the needs of our most complex young people in the city who we have been unable to place with external providers.

1.2 Who will the proposal have the potential to affect?

<input type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input type="checkbox"/> The wider community
<input checked="" type="checkbox"/> Commissioned services	<input type="checkbox"/> City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No	[please select]
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Step 2: What information do we have?

2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: <https://www.bristol.gov.uk/people-communities/measuring-equalities-success>.

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here [Data, statistics and intelligence \(sharepoint.com\)](#). See also: [Bristol Open Data \(Quality of Life, Census etc.\)](#); [Joint Strategic Needs Assessment \(JSNA\)](#); [Ward Statistical Profiles](#).

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as [HR Analytics: Power BI Reports \(sharepoint.com\)](#) which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the [Employee Staff Survey Report](#) and [Stress Risk Assessment Form](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
BCC Insight, Performance and Intelligence (2021). The Population of Bristol September 2021	Bristol Population:

	<p>The mid-2020 population of Bristol is estimated to be 465,900 with children making up 85,700 of this total (18.4% of the total population).</p> <p>This means almost 1 in every five people living in Bristol is under the age of 16, with the age profile by ward varying significantly. There are 167,035 children and young people aged 0-25 in Bristol. Based on the figures above, this is over a third of the total Bristol population.</p>
Office for National Statistics (ONS) 2018: based population projections	<p>Between 2010 and 2020 the number of children living in Bristol increased by 8,900 (11.6%), higher than the England and Wales increase of 8.6%. The increase has been largely amongst primary school aged children, with the number of 5 - 11-year-olds increasing by 25% over the decade. The trends reflect the substantial increase in numbers of births in Bristol in recent years, although the number of births is now falling.</p>
Children in Care Data	<p>There are currently 727 children in care, 57% are male and 43% female (compared to 51% and 49% of the overall child population). 9% have a disability (compared to 6.1% of the total Bristol child population) and the majority (73%) are aged 10-17.</p> <p>Ethnicity: 60% White (compared to 72% across the total Bristol child population) 16% Mixed Race 12% Other Ethnicity 9% Black British 3% Asian/Asian British</p>
Deprivation in Bristol 2019	<p>Bristol continues to have deprivation 'hot spots' that are amongst some of the most deprived areas in the country yet are adjacent to some of the least deprived areas in the country. 15% of Bristol's population live in the most deprived 10% of areas in England in 2019 (16% in 2015) including 18,900 children.</p>
Child population diversity From JSNA Health and Wellbeing Profile 2020/21	<p>Bristol's child population is increasingly ethnically diverse. 28% of Bristol children (under 16) belong to a Black, Asian and minority ethnic/ethnicity group (2011 Census), compared to the wider Bristol population average of 16% Black, Asian and minority ethnic/ethnicity. Using the alternative definition of diversity, 32% of children belong to the non-'White British' population, compared to the Bristol population average of 22%. Ethnic diversity varies considerably across the city; 53% of children under 16 in the Inner City & East are Black, Asian and minority ethnic/ethnicity, compared with 21% in North & West and 13% in South Bristol. By ward, the figure ranges from 4% Black, Asian and minority ethnic/ethnicity in Bishopsworth to 60% in Lawrence Hill.</p>
Additional comments: .	<p>The proposal will primarily impact children in care. This proposal will improve the sufficiency and deliver placements that are within the Bristol area</p>

2.2 Do you currently monitor relevant activity by the following protected characteristics?

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Disability	<input type="checkbox"/> Gender Reassignment
<input type="checkbox"/> Marriage and Civil Partnership	<input type="checkbox"/> Pregnancy/Maternity	<input checked="" type="checkbox"/> Race
<input type="checkbox"/> Religion or Belief	<input checked="" type="checkbox"/> Sex	<input type="checkbox"/> Sexual Orientation

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities. See <https://www.bristol.gov.uk/people-communities/equalities-groups>.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to [Managing change or restructure \(sharepoint.com\)](#) for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

Children in care will be engaged in the design of the properties via the children in care council. There is an expectation that the successful provider will engage the children and young people living in the service on an ongoing basis around service development and delivery. This will include personalisation of spaces and feeding into delivery of care.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

There will be an expectation that the successful provider engages children resident in the property throughout the life of the contract to ensure that the service is child led.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. [Equality Impact Assessments \(EqIA\) \(sharepoint.com\)](#)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories (different kinds of disability, ethnic background etc.) and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)	
PROTECTED CHARACTERISTICS	
Age: Young People	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	The entire cohort of service users is children and young people so they will be overrepresented on that basis. The homes are for children aged 0-18.
Mitigations:	We anticipate that the new procurement arrangements will lead to an overall improvement to the service so demand for local placements can be met.
Age: Older People	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	N/A
Mitigations:	
Disability	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	9.1% of children in care have a disability compared to 6.1% of the child population.
Mitigations:	One of the homes is for children with severe mental health issues stepping down from Tier 4 inpatient beds, the home will have health intervention and designed with considerations around anti ligature furniture and fittings.
Sex	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	In Bristol, there are more males in care than females, reflecting a more male dominated population than within the overall age group which is more evenly split.
Mitigations:	One of the homes being set up is specifically for males to take account of their over representation in the care population.
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Race	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	Need analysis demonstrates an over-representation of non-'White British' population 40% of the child in care population, compared to 32% of children in Bristol.
Mitigations:	Through our tendering processes and contract management we will ensure providers are culturally competent and able to foster an environment that is sensitive to and inclusive of ethnic diversity.
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
OTHER RELEVANT CHARACTERISTICS	

Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Carers	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
Other groups [Please add additional rows below to detail the impact for other relevant groups as appropriate e.g. Asylums and Refugees; Looked after Children / Care Leavers; Homelessness]	
Potential impacts:	
Mitigations:	

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our Public Sector Equality Duty to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

The project is part of the wider work the Council is undertaking to deliver greater sufficiency in or close to Bristol. More children in care will be able to remain living locally, enabling them to maintain family, health and education links.

Step 4: Impact

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:
Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:
- Local high-quality, placement provision for children in care.

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
Inclusion of equalities question in tender to ensure provider will be inclusive and work from an equalities perspective	Hannah Gillett	Autumn 2024
Ongoing monitoring of the service with inclusion of voice of young people	Hannah Gillett	Ongoing
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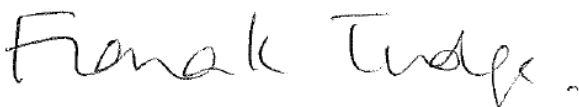
4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

There will be regular monitoring meetings with the successful provider. These meetings will focus on outcomes achieved and the quality of the provision.

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities impact of the proposal. Please seek feedback and review from the Equality and Inclusion Team before requesting sign off from your Director¹.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off:  Fiona Tudge
Date: 29 th August 2023	Date: 21 st August 2023

¹ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.