

# Equality Impact Assessment [version 2.12]



Title: Multiple Disadvantage Strategy	
<input type="checkbox"/> Policy <input checked="" type="checkbox"/> Strategy <input type="checkbox"/> Function <input 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: Katherine Williams
Service Area: Adult Social Care - Commissioning	Lead Officer role: Strategic 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's Changing Futures (CF) programme has committed to the development of a Multiple Disadvantage Needs Assessment and Strategy for the City, as a key vehicle for achieving long-term, positive, sustainable change and impact for people experiencing multiple disadvantage.

The definition of multiple disadvantage (MD) is people who are experiencing three or more of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement, domestic abuse.

We also recognise that 'many people in this situation may also experience poverty, trauma, physical ill-health and Disability, learning Disability, and/or a lack of family connections or support networks'.

The Strategy is for a three-year period from 2023 to 2026.

It is based on the evidence from Phase One of the Needs Assessment.

The strategy aims to:

- drive commissioning approaches
- a shift to earlier intervention
- lead to a new commissioning plan for utilising scarce resources and budgets more effectively
- ensure there is a co-owned strategic commitment to addressing multiple disadvantage (MD) by transforming the way services work together, improving citizens' life chances and outcomes.

It reflects early learning from the CF Bristol programme.

The strategy has been developed with the involvement of people with lived experience of MD, commissioners, and service providers, and overseen by Bristol's MD Transformation Board, and Changing Futures Programme Board. We intend to take this through BCC Cabinet approval process to secure city wide sign up to the recommendations and develop a collaborative action plan.

## 1.2 Who will the proposal have the potential to affect?

<input checked="" type="checkbox"/> Bristol City Council workforce	<input checked="" type="checkbox"/> Service users	<input checked="" type="checkbox"/> The wider community
<input checked="" type="checkbox"/> Commissioned services	<input checked="" type="checkbox"/> City partners / Stakeholder organisations	
Additional comments: Our proposal focuses on improving provision for people facing multiple disadvantage.		

## 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"/> <b>Yes</b>	<input type="checkbox"/> <b>No</b>	[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: [How we measure equality and diversity \(bristol.gov.uk\)](https://www.bristol.gov.uk/equality-diversity)

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](#)

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
<p><i>Age</i></p> <p>Published Evidence</p> <p>Ministry of Housing, Communities and Local Government, 2020. <i>Understanding the Multiple Vulnerabilities, Support Needs and Experiences of People who Sleep Rough in England. Initial findings from the Rough Sleeping Questionnaire</i>, London: Ministry of Housing, Communities and Local Government.</p>	<p>MHCLG survey 2020 of homeless people found that 72% of people sleeping rough had experienced time in care as a child, been permanently excluded from school, regularly truanted, left school before 16 or a mix of these.</p>

<p>Centrepoint, n.d. <i>Youth Homelessness Databank</i>. [Online] Available at: <a href="https://centrepoint.org.uk/databank/Bristol,%20City%20of/2019-2020/">https://centrepoint.org.uk/databank/Bristol,%20City%20of/2019-2020/</a></p>	<p>1318 young people approached Bristol City Council in 2019/20 because they were homeless.</p>
<p>Bramley, G. et al., 2015. <i>Hard Edges Mapping severe and multiple disadvantage</i>, London: Lankelly Chase Foundation.</p>	<p>85% of people with severe multiple disadvantage had experienced traumatic experiences in childhood that stemmed from Adverse Childhood Experiences (ACEs)</p>
<p><i>Disability</i> CFE Research with Cordis Bright, 2023. <i>Evaluation of the Changing Futures: Baseline Report</i>, London: Department for Levelling Up, Housing &amp; Communities.</p>	<p>85% of Changing Futures beneficiaries (base = 325) reported a long-term physical or mental health condition. This compares to 18% of the wider population.</p>
<p>Local data sources</p>	<p>Bristol Probation service identified 48% of their caseload as having some form of disability. Bristol City Council Drug and Alcohol Services identified 28% of their caseload as being a Disabled person. The Bristol Census for 2021 recorded 8% of the Bristol population as being Disabled.</p>
<p><i>Brain Injury, Autism and Learning Difficulties</i> Groundswell, 2020. <i>Autism and Homelessness Toolkit</i>, London: Groundswell.</p>	<p>Up to 12% of people who are homeless are Disabled people with autism, compared to just over 1% of the wider population.</p>
<p>Stubbs, J. et al., 2020. Traumatic brain injury in homeless and marginally housed individuals: a systematic review and meta-analysis. <i>Lancet Public Health</i>, pp. 19-32.</p>	<p>A systemic review and meta-analysis showed 53% of homeless and marginally housed individuals suffered from some kind of Traumatic Brain Injury, which often had further implications for physical and mental health.</p>
<p><i>Gender</i> McNeish, D. et al., 2016. <i>Women and Girls Facing Severe and Multiple Disadvantage</i>, London: Lankelly Chase.</p>	<p>Women experiencing Multiple Disadvantage are more likely than men to:</p> <ul style="list-style-type: none"> <li>-be receiving medication for mental health problems</li> <li>- be dually diagnosed</li> </ul>

	<ul style="list-style-type: none"> <li>- have no formal qualifications</li> <li>- report significant financial problems</li> <li>- report significant family relationship problems</li> <li>- report some or significant partner relationship problems</li> <li>- have had significant adverse experiences in childhood</li> <li>- have been a victim of domestic violence</li> </ul>
Local Data Sources	Bristol Probation Service report 85% of their case load as male. Bristol City Council Drug and Alcohol Service report 74% male.
<i>Race</i> Feedback from focus group involving local professionals and experts	There are higher numbers of young people from Black and Minority Ethnic backgrounds amongst school exclusions and we can make a direct connection to a higher risk of entering the criminal justice system, and of becoming homeless .
<i>Mental Health</i> Bristol Pathways accommodation (Local data)	From 835 adults and young people who are homeless and living in the <b>Bristol Pathways accommodation</b> 79% have been identified as having support around mental health needs.
One25: Local data on vulnerable women including those on the edge of services	One25 worked with 234 women during May 2021 to May 2022. Of the 167 women where data was available 92% experienced mental health problems in the last year
<b>Additional comments:</b>	

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

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Disability	<input checked="" type="checkbox"/> Gender Reassignment
<input checked="" type="checkbox"/> Marriage and Civil Partnership	<input checked="" type="checkbox"/> Pregnancy/Maternity	<input checked="" type="checkbox"/> Race

### 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.

- While national reports provide some information, our local MD data highlights gaps in data on people from LGBTQ+ groups, which means we know less about their specific experiences and needs, with the risk that these are not included in future service plans.
- We lack detailed local data on people in certain ethnic groups, including Gypsy, Roma and Traveller communities, and also amongst those seeking asylum, or whose immigration status is unknown.
- Detailed information on people's disability is limited, so we lack a full understanding of how this is impacting their lives and access to services.
- The available data and reports do not provide an intersectional analysis, so we lack an understanding of how data on protected characteristics and socio-economic factors, and people's diverse needs, can combine to impact people's experiences.

### 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.

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 a change process 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.

We invited local agencies and people with lived experience to attend a data sense-making workshop during Phase One of the Needs Assessment. Workshop participants reviewed the available data and tested some initial observations and assumptions. They helped identify gaps in the available data and using their local experience to corroborate findings from published research.

### 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.

- We will continue to engage with stakeholders across the system in particular:
- Lived experience Input.

- Data Experts form ICB, Public Health, CJS

Exploration around who needs to be involved in the next phase, development of a strategic delivery plan. Targeted work to focused on Young People and the services that support them.

### 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 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.

<b>GENERAL COMMENTS</b> (highlight any potential issues that might impact all or many groups)	
<b>PROTECTED CHARACTERISTICS</b>	
<b>Age: Young People</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	The lack of Data for Young People may mean our strategy doesn't fully consider the needs of Young People.
Mitigations:	A recommendation in the Multiple Disadvantage strategy addressed the gap that we need more YP data. We've been careful around the wording in the strategy - keeping our recommendations quite broad to have a wider impact.
<b>Age: Older People</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Disability</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	<ul style="list-style-type: none"> <li>• People facing Multiple Disadvantage are not typically in receipt of timely mental health services, and substance misuse is a real barrier to mental health support.</li> <li>• There is a higher prevalence of disability in Multiple Disadvantage cohorts compared to the general population which underlines the importance of including Disability in Multiple Disadvantage definitions.</li> <li>• We also recognise that 'many people in this situation may also experience poverty, trauma, physical ill-health and Disability, Learning Disability, and/or a lack of family connections or support networks' .</li> </ul>
Mitigations:	<ul style="list-style-type: none"> <li>• Strategy highlights the potential impact and recommends wider consideration i.e., mental illness, neuro diversity, physical ill-health and Disability, Learning Disability. <ul style="list-style-type: none"> <li>• Development of Strategy action plan to consider accessibility of current service offer for Disabled people.</li> </ul> </li> </ul>
<b>Sex</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	This will link with Bristol's strategic work to reduce disproportionality of young men from Black African, Caribbean and Dual Heritage backgrounds within the criminal justice system and improve transitions from children and young people's services to adult services. <ul style="list-style-type: none"> <li>• Possible impact on young white women and men not being recognised.</li> </ul>

Mitigations:	<ul style="list-style-type: none"> <li>More insight is needed into young women from Black African, Caribbean and Dual Heritage backgrounds within the criminal justice system and improve transitions from children and young people's services to adult services</li> </ul>
<b>Sexual orientation</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	In relation to sexual orientation, there are gaps in the data.
Mitigations:	This may be an area for further exploration in phase two of the needs assessment.
<b>Pregnancy / Maternity</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	Lack of data for this area
Mitigations:	This may be an area for further exploration in phase two of the needs assessment.
<b>Gender reassignment</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	Lack of data for this area
Mitigations:	This may be an area for further exploration in phase two of the needs assessment. Further training around gender reassignment
<b>Race</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	This may impact white individuals.
Mitigations:	Recognise white individuals face multiple disadvantages
<b>Religion or Belief</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>Marriage &amp; civil partnership</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	
Mitigations:	
<b>OTHER RELEVANT CHARACTERISTICS</b>	
<b>Socio-Economic (deprivation)</b>	Does your analysis indicate a disproportionate impact? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Potential impacts:	Poverty has been considered and recognised there is a strong connection to Multiple Disadvantage but this is not always the case.
Mitigations:	Multiple Disadvantage has been presented as a city-wide issue to limit further exclusions.
<b>Carers</b>	Does your analysis indicate a disproportionate impact? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Potential impacts:	It has not been considered
Mitigations:	Further exploration in phase 2; especially the common thread is there is a lack social capital and support for individuals and intergenerational nature of MD.
<b>Other groups</b> [Please add additional rows below to detail the impact for any other relevant groups as appropriate e.g. asylum seekers and refugees; care experienced; homelessness; armed forces personnel and veterans]	
Potential impacts:	These have been considered throughout the strategy
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.

This strategy will make a positive contribution to supporting our Public Sector Equality Duty given the primary focus is on multiple disadvantage. This work has allowed us the opportunity to further understand peoples' experiences and how services and the system can flex to better meet intersecting

need, their required outcomes and address inequalities, working towards long term sustainable system change.

## 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:

We have not identified any significant negative impact from the strategy however the prioritisation of resources to better meet the needs of people facing multiple disadvantage may mean disbenefits will be felt elsewhere. The prioritisation of characteristics and circumstances is based on available evidence of need.

#### Summary of positive impacts / opportunities to promote the Public Sector Equality Duty:

Learning is expected to have a wider positive impact

### 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
Addressing the data gaps, further analysis and use of qualitative information to explore potential impact further.	Helen Pitches – Changing Futures Commissioning Manager	March 2025

### 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.


The Changing Futures programme will develop a strategic action plan to take a system approach to delivering against the recommendations made throughout this strategy. Our impact measures will be EDI informed. The multiple disadvantage strategy will be overseen by the Health and Wellbeing Board with the delivery of the strategy delegated to the partners involved in the Multiple Disadvantage transformation board.

## 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 Director<sup>1</sup>.

<sup>1</sup> 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.



<b>Equality and Inclusion Team Review:</b> <i>Reviewed by Equality and Inclusion Team</i>	<b>Director Sign-Off:</b> 
Date: 5/1/2024	Date: 11 January 2024

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