

Equality Impact Assessment [version 2.12]

Bristol Street Outreach service extension through 2024-26		
□ Policy □ Strategy □ Function ⊠ Service □ New		
□ Other [please state] <i>Funding bid</i>	🛛 Already exists / review 🗆 Changing	
Directorate: Growth and Regeneration	Lead Officer name: Paul Sylvester	
Service Area: Housing Options	Lead Officer role: Head of Housing Options	

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).

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 <u>Equality and Inclusion Team</u> 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 <u>plain English</u>, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

The objective of this proposal is to take up a permitted two-year extension to extend the existing Bristol Street Outreach (BSO) service from 1st October 2024- 30th September 2026, with an option to extend for a further two years, subject to review.

As part of the work in the city to reduce rough sleeping and help people move off the streets, Bristol City Council have funded the Bristol Street Outreach service. This service works alongside several other services that are designed to prevent and relieve rough sleeping that are funded through the Rough Sleeping Initiative (RSI) from the Department for Levelling Up, Housing and Communities (DLUHC).

Bristol Street Outreach is the main service engaging with people on the streets and works with people to link with support services and to move into accommodation.

This EQIA is an update of the EQIA that was produced for the Reducing Rough Sleeping Commissioning Plan that can be found on the BCC website <u>here</u>. Much of the data is derived from the Needs Analysis for the Commissioning Plan.

Please note – this EQIA primarily considers the equalities implications if the proposal described above is not taken forward, i.e. the scenario that there is no Bristol Street Outreach (BSO) service performing this function in the city.

1.2 Who will the proposal have the potential to affect?

Bristol City Council workforce	Service users	🛛 The wider community
Commissioned services	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.

Yes I No [please set	elect]
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Following consultation with equalities team, the proposal to extend the service would not have an equalities impact. However a situation where the service was not extended would have a major equalities impact. This impact will be discussed in the remainder of the form.

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: <u>How we measure equality and diversity (bristol.gov.uk)</u>

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 <u>Data, statistics</u> <u>and intelligence (sharepoint.com)</u>. See also: <u>Bristol Open Data (Quality of Life, Census etc.)</u>; <u>Joint Strategic Needs</u> <u>Assessment (JSNA)</u>; <u>Ward Statistical Profiles.</u>

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as <u>HR Analytics: Power BI Reports (sharepoint.com)</u> 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 <u>Employee</u> <u>Staff Survey Report</u> and <u>Stress Risk Assessment</u>

Data / Evidence Source [Include a reference where known]	Summary of what this tells us
Housing Support Register	Database for at risk and vulnerable citywide homelessness prevention placements. This database has a record for each person who sleeps rough, listing their personal characteristics, support needs, rough sleeping events and outcomes for example moving into accommodation. This shows us the number and range of people with different equalities characteristics who would be disadvantaged if the BSO service was not in place. This data is not included here as it is not publicly available.
Abritas	Database for citywide Homelessness Prevention Service to capture those assessed under the Homelessness Reduction Act - linked to gov.uk H-CLIC. This database has a record for each person who makes a homelessness presentation, listing their personal characteristics at the time of their application and supporting analysis of the characteristics of people at risk of rough sleeping. This demonstrates the

	demand for rough sleeping services, including the BSO service. This data is not
	included here as it is not publicly available.
Joint Strategic Needs	Citywide quarterly data, population, housing, health. This Joint Strategic Needs
Assessment	Assessment provides a city-level point of reference against which to compare the
	personal characteristics of those people who a) make homelessness applications and
	b) sleep rough in Bristol.
National Statutory	National Homelessness Data from quarterly returns by local government through H-
Homelessness Statistics	CLIC returns. These statistics provide a point of reference to compare local equalities
(Department of Levelling	data with national homelessness trends. Bristol experienced a rise in rough sleeping
up Housing &	during the autumn of 2023 at rates above most areas in the UK.
Communities)	
Homelessness Trends	Quarterly report on citywide homeless trends. This report supports analysis of
	changing trends in the demographics of people sleeping rough from year to year in
	Bristol. Both 2022-23 and 2023-24 have seen rises of around 25% against a variety of
	measures. This data is not included here as it is not publicly available.
Rough Sleeping snapshot	Citywide monthly and annual street count reported to DLUHC. This annual figure
	and detailed monthly report . is the main way to identify trends in rough sleeping. In
	the autumn of 2023, rises in monthly and nightly rough sleeping and both 'new to
	the streets' and 'longer-term' rough sleeping demonstrated the ongoing need for
	the BSO service. This data is not included here as it is not publicly available.

Additional comments:

The numbers of people rough sleeping in Bristol have increased markedly since 2013 as a result of austerity (reducing service provision), Welfare Benefit reform, lack of affordable housing and, more recently the cost of living crisis. The most recent annual count in November 2023 was 67, higher than in 2022 (58). The RSI 2022-25 funding bid and services implemented follow subsequent smaller bids new bid for further 'Targeted Funding' and 'Move On and Prevention' will aim to reduce rough sleeping by 2024-25.

Statutory homeless statistics capture data on everyone who has been assessed under the Homelessness Reduction Act. The latest national statistics (2020-21) indicate that homelessness has disproportionately affected certain communities, with single households, young people, and minoritised ethnic communities (especially Black/Black British people) who have seen the greatest increases.

The people described above who sleep rough in Bristol are all worked with by the Bristol Street Outreach Service. If this service was not extended as outlined in this proposal, outcomes for these people in terms of accessing accommodation and ending rough sleeping would be severely impacted. Equalities information about the people sleeping rough would also reduce significantly since the service is a key provider of data – this would have an impact on strategic equalities planning in the sector.

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

🖾 Age	🛛 Disability	🛛 Gender Reassignment
🛛 Marriage and Civil Partnership	Pregnancy/Maternity	🖾 Race
🛛 Religion or Belief	🖂 Sex	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.

Data collected for the homelessness review indicates that there are gaps in existing ethnicity data and sexual orientation data; characteristics are not always stated or recorded. We will be looking to improve the range of equalities data we gather, both as a local authority and through the homelessness services we commission. Last year was a transition year for many services as we had to rationalise all the services that were created during everyone in and go out to tender. We now have all the correct services in place and are requesting that all commissioned services undertake an Equality Impact Assessment as part of the annual monitoring for 2023-24 to identify any gaps in access to groups with protected characteristics who are rough sleeping or at risk of rough sleeping in the city.

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 <u>Managing a change process or</u> <u>restructure (sharepoint.com)</u> 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.

The Homelessness & Rough Sleeping Strategy 2019-24, which was informed by a full public consultation with external stakeholders and service users underwrites the provision of statutory homelessness services in the city, including services that aim to tackle rough sleeping and improve health and wellbeing. This strategy applies multi-agency governance that includes stakeholders and those with lived experience of homelessness.

We also met with service providers to consider services that they feel are gaps in the current system and the inclusion of new interventions in the RSI 2022-25 bid. Representatives from Independent Futures (IF) with lived experience of homelessness also gave feedback on proposals and will be involved in the commissioning process. The original commissioning plan for rough sleeping services published in December 2019 contains extensive consultation with people using services about the proposals that we are implementing.

These consultations considered scenarios with and without the proposed service.

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.

Engagement with Independent Futures representatives (an organisation of people with lived experience of rough sleeping) is a thread that runs through our commissioning processes. Representatives from this group also assist in peer interviews of people who use services to inform service development, reduce gaps and improve access to services – including through feedback on Bristol Street Outreach.

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.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)

Bristol Street Outreach is the first and main service working with people engaging in repeat and longer-term rough sleeping. As a result the service is the starting point in the process of accessing services that relieve and prevent rough sleeping, provide accommodation, and offer support to maintain accommodation. The service also refers into specialist services including substance use, mental health, benefits advice and immigration legal advice; as well as specialist services for young people, vulnerable women and people who have no recourse to public funding. Bristol Street Outreach mitigates the barriers that these groups may face accessing homelessness and rough sleeping services. These referrals would be impacted in the absence of the service for people with all characteristics and also with specific impact for people with certain characteristics as described below.

PROTECTED CHARACT	TERISTICS
Age: Young People	Does your analysis indicate a disproportionate impact? Yes 🛛 No 🗌
Potential impacts:	Information from the Needs Analysis shows that the majority of people (over 75%) who have accessed the current Rough Sleeper Service last year are aged between 26 and 50 years old. The number of young people (18 to 25) was 10% of the client group. Young people (up to the age of 25) are offered accommodation in the young people's pathway as this is often more appropriate for their needs and prevents them being exposed to older people with more complex needs who may take advantage of their vulnerability. This 10% who are young people would be disadvantaged in the case that the BSO contract
	is not extended, because their referral on to youth-specific services would be slower and less effective.
Mitigations:	In the case that the BSO contract is not extended, other services would need to be commissioned or expanded to offer a street outreach services for young people. This would take time and it is likely there would be a gap in service provision for the client group.
Age: Older People	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	Only 1% of clients who have contact with the service are 61 years or older . This partly reflects the vulnerability of people who end up sleeping on the streets and the complexity of their issues. The mean age at death was 45 years for men and 43 for women, far lower than for the general population, which is 76 years and 81 years for men and women respectively. This often reflects the impact of living on the streets, and the trauma that many people experience in early life. Information from 2022-23 indicates that this level remains the same.
	because they are at greater risk on the streets.
Mitigations:	In the case that the BSO contract is not extended, other services would need to be commissioned or expanded to offer a street outreach services for older people. Again, this would take time and it is likely there would be a gap in service provision for the client group.
Disability	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	The majority of people on entry to the BSO service responded to say that they were not a Disabled Person; indeed only 9% in 2017-2020 and 7% in 2019-20 stated that they were Disabled. The first two quarters of 2020-21 there was an increase in those where their Disability status was unknown, again possibly reflecting people who moved from rough sleeping before fuller details were collected. However, as noted in the Needs Analysis, this contrasts with a 2010 Health Needs Audit of 152 people in homelessness services or

	supported housing, whereby 59% said they experienced a long-term physical health need or problem. We also know that in the adult supported accommodation pathways in 2018- 19, 73% of people have mental health needs and 43% of people have physical health needs. Accommodation needs to be accessible for those with physical impairments (e.g., mobility difficulties, wheelchair users).
	In the case that the BSO contract is not extended, these clients would be disadvantaged because they are at greater risk on the streets.
Mitigations:	In the case that the BSO contract is not extended, other services would need to be
Witigations.	commissioned or expanded to offer a street outreach service for Disabled people. Again, this would take time and it is likely there would be a gap in service provision for the client group.
Sex	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	Around 20% of BSO clients were female in the first six months of 2022-23. Women face greater risks on the streets including assault and exploitation and have higher risk strategies for avoiding rough sleeping (for example staying with abusive partners). Numbers of women on the streets are also under-represented in data due to difficulties identifying women who sleep rough at different times of day and in hidden locations.
	In the case that the BSO contract is not extended, these clients would be disadvantaged because they are at greater risk on the streets.
Mitigations:	In the case that the BSO contract is not extended, other services would need to be
Witigations.	commissioned or expanded to offer a street outreach services for women. Again, this would take time and it is likely there would be a gap in service provision for the client group.
Sexual orientation	Does your analysis indicate a disproportionate impact? Yes \boxtimes No \square
Potential impacts:	People of some sexual orientations are at greater risk of discrimination and violence on the streets including hate crime and anti-social behaviour.
	In the case that the BSO contract is not extended, these clients would be disadvantaged because they are at risk on the streets.
Mitigations:	In the case that the BSO contract is not extended, other services would need to be commissioned or expanded to offer a street outreach services for people with all sexual orientations. Again, this would take time and it is likely there would be a gap in service provision for the client group.
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes No
Potential impacts:	Services are largely provided for single people.
Mitigations:	Any pregnant rough sleepers will be referred to suitable services commissioned through different funding.
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	Work is being undertaken to ensure that any Trans clients who are rough sleeping feel comfortable accessing Outreach services (4 clients in 2022-23). We will build a collaborative relationship with accommodation providers and relevant support services to select and place people in appropriate accommodation across the city. Service providers are required to have robust policies to tackle discrimination, harassment, victimisations and hate incidents. All services are required to work within the public sector equality duty framework. This will be a focus of the provider equality impact assessments and we will discuss this with the supported housing Pathways to consider specific provision. A service EQIA that is currently being undertaken by the BSO Team will explore any access issues
	and outcomes for these clients. In the case that the BSO contract is not extended, these clients would be disadvantaged because they are at risk on the streets.

Mitigations:	In the case that the BSO contract is not extended, other services would need to be commissioned or expanded to offer a street outreach services for people with gender
	reassignment. Again, this would take time and it is likely there would be a gap in service provision for the client group.
Race	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	Information from the Needs Analysis tells us that there are now lower levels of Black/African/Caribbean/Black British people, white other and lower levels of Asian/Asian British people engaging with the service compared to the Bristol population in the 2021 <u>census</u> . For the 12 months to the end of June 2023, for people where their ethnicity was known, 194 people (13%) were from Black and Minority Ethnic (BAME) ethnicities. This compares with 18.9% of the Bristol population as reported by the census.
	Information for the first two quarters of 2020-21 during the COVID19 period show a reduction in those identifying as White British, from 62% in both previous time periods to 52%. This drop is explained by slight increases in most other ethnicities - in particular double the number of individuals identifying as Black or Black British: African or where the ethnicity is unknown. This suggests that the COVID pandemic has had more of an impact on non-White British people who are disproportionately likely to enter the rough sleeping service. During 'Everyone in' the government suspended legislation around people who had no recourse to public funding which is likely to have had an impact in the reduction of White British clients in comparison to previous years.
	Service providers are required to have robust policies to tackle discrimination, harassment, victimisations and hate incidents which has been informed by SARI. All services are required to work within the public sector equality duty framework. RSI funding has provided legal advice and support for people who have no recourse to public funding to provide accommodation, help regularise status and provide more options for people to leave the streets.
	Recent data from the Outreach Team for 2022-23 shows a reduction in Black African clients and White Other clients have also reduced due to Brexit and the EUSS scheme. In the past few years there has been an increase in Romanian Roma clients who have been rough sleeping in the city.
	In the case that the BSO contract is not extended, these clients would be disadvantaged because they are disproportionately represented on the streets.
Mitigations:	In the case that the BSO contract is not extended, other services would need to be
	commissioned or expanded to offer a street outreach services for people of different ethnicities. Again, this would take time and it is likely there would be a gap in service provision for the client group.
Religion or Belief	Does your analysis indicate a disproportionate impact? Yes \boxtimes No \square
Potential impacts:	A significant proportion engaging with homelessness services say they have no religion. More recently 12% said they were Christian and 4% said they were Muslim.
	In the case that the BSO contract is not extended, clients of different religions would be disadvantaged.
Mitigations:	In the case that the BSO contract is not extended, other services would need to be commissioned or expanded to offer a street outreach service for people of different religions. Again, this would take time and it is likely there would be a gap in service provision for the client group.
Marriage & civil partnership	Does your analysis indicate a disproportionate impact? Yes \Box No $igtimes$
Potential impacts:	Services are mostly for single people.
Mitigations:	n/a

OTHER RELEVANT CHARACTERISTICS		
Socio-Economic	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box	
(deprivation)		
Potential impacts:	Almost all people sleeping rough in Bristol experience socio-economic depravation – this is	
	therefore at a disproportionate rate compared with wider society.	
	In the case that the BSO contract is not extended, more people experiencing socio-	
	economic depravation would be disadvantaged because they make up more of the	
	population of people sleeping rough.	
Mitigations:	In the case that the BSO contract is not extended, other services would need to be	
	commissioned or expanded to offer a street outreach service for people of different	
	religions. Again, this would take time and it is likely there would be a gap in service	
	provision for the client group.	
Carers	Does your analysis indicate a disproportionate impact? Yes \Box No $igtimes$	
Potential impacts:	We do not currently have evidence about numbers of carers sleeping rough.	
Mitigations:	Careful consideration of location and access to carer network for placement	
Other groups [Please a	dd 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:	N/A	
Mitigations:	N/A	

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 <u>Public Sector Equality Duty</u> 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 proposal will advance equality of opportunity for those who are currently street homeless by providing support and engagement by improving onward access to homeless services through support workers and navigators.

As described above, BSO refers clients into specialist services (e.g. youth services, immigration advice, social care). It also has its own processes for ensuring equality of support via the service It also undertakes the equalities monitoring of people sleeping rough in the city, enabling us to work strategically to ensure that other services that do not disadvantage people due to their personal characteristics.

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:

The negative impacts described above all relate to the scenario where the BSO contract is not extended, helping clarify the specific equalities consequences of not taking this proposal forward.

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

The proposal will advance equality of opportunity for those who are currently street homeless or are at risk of homelessness by providing accommodation and support to access homelessness prevention services.

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
Work with support providers to ensure better data collection to	Commissioning	6 months
reduce gaps and increase or understanding of this client group.	Manager	
We will continue to monitor data and ensure that all	Commissioning	Annually
commissioned services produce an EQIA with an action plan each	Manager	
year to improve access to services for all protected characteristic		
groups. The EQIAs and action plans will be an integral part of the		
annual reviews of services.		

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.

- Ongoing quarterly monitoring of KPIs including outcomes for people sleeping rough.
- Ongoing quarterly equalities monitoring of people sleeping rough in Bristol who are engaged with by the service.
- Monthly Street Count reports which include equalities data.
- Monthly DELTA returns to DLUHC which include extensive data on rough sleeping and includes some equalities detail.
- Annual review of service performance.
- Regular data analysis of outcomes and equalities information for people sleeping rough.

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:	Director Sign-Off: Donald Graham, Director of
Reviewed by Equality and Inclusion Team	Housing and Landlord Services
	(Onald 2
Date: 9/1/2024	Date: 11/1/2024

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.