

EQUALITY IMPACT ASSESSMENT

The **Equality Act 2010** places a ‘**General Duty**’ on all public bodies to have ‘**due regard**’ to the need to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advancing equality of opportunity between those with a ‘relevant protected characteristic’ and those without one;
- Fostering good relations between those with a ‘relevant protected characteristic’ and those without one.

In addition the Council complies with the Marriage (same sex couples) Act 2013.

Stage 1 – Screening

Please complete the equalities screening form. If screening identifies that your proposal is likely to impact on protect characteristics, please proceed to stage 2 and complete a full Equality Impact Assessment (EqIA).

Stage 2 – Full Equality Impact Assessment

An EqIA provides evidence for meeting the Council’s commitment to equality and the responsibilities under the Public Sector Equality Duty.

When an EqIA has been undertaken, it should be submitted as an attachment/appendix to the final decision making report. This is so the decision maker (e.g. Cabinet, Committee, senior leader) can use the EqIA to help inform their final decision. The EqIA once submitted will become a public document, published alongside the minutes and record of the decision.

Please read the Council’s Equality Impact Assessment Guidance before beginning the EqIA process.

1. Responsibility for the Equality Impact Assessment	
Name of proposal	Rough Sleeping Discretion Policy
Service area	Adults and Health
Officer completing assessment	Martin Gulliver / Hannah Adler
Equalities/ HR Advisor	Hugh Smith
Cabinet meeting date (if applicable)	n/a
Director/Assistant Director	David Joyce

2. Summary of the proposal

The proposal is for a Rough Sleeping Discretion policy to provide accommodation to some of the borough's most vulnerable people. This is in the context of the COVID-19 pandemic and, in March 2020, the Ministry for Housing, Communities and Local Government's (MHCLG) request for local authorities to provide accommodation to anyone rough sleeping, or at risk of rough sleeping. MHCLG has now requested that local authorities develop locally appropriate strategies to both move people on from emergency accommodation and to determine who should be provided with accommodation going forward. The Homelessness Code of Guidance was also updated on 29 June 2020, and Local Authorities instructed to take into account people who have vulnerabilities making them particularly at risk of serious illness from COVID-19.

The Rough Sleeping Discretion Policy would allow the Council to offer accommodation to people who are sleeping rough but would not ordinarily be considered in priority need if they have characteristics placing them at greater risk of serious illness were they to contract COVID-19; it would also allow the Council to offer accommodation to people who have no recourse to public funds if they would have been considered to be in priority need if they did have recourse to public funds.

The key people affected by this policy are single homeless adults. This cohort of people is broadly made up of men aged between 25 and 50 years old, with over-representation of people with long-term mental health conditions, substance use needs and physical health concerns related to prolonged periods of rough sleeping, drug misuse and self-neglect. Women represent around 15% of the cohort but are often disproportionately affected by issues of previous trauma and violence, as well as substance misuse and lack of engagement with services.

3. What data will you use to inform your assessment of the impact of the proposal on protected groups of service users and/or staff?

Protected group	Service users
Sex	Internal Haringey JSNA 2012
Gender Reassignment	[http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment-jsna]
Age	Supported Housing Review Needs and Gaps Analysis (2017) https://www.minutes.haringey.gov.uk/documents/s91742/Appendix%202%20-%20Needs%20and%20Gaps%20Analysis.pdf
Disability	
Race & Ethnicity	Making Every Adult Matter Report (2018) https://www.minutes.haringey.gov.uk/documents/s102771/2.1%20MEAM%20Report.pdf
Sexual Orientation	

Religion or Belief (or No Belief)	<p><i>ONS reports on COVID</i> https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/conditionsanddiseases</p>
Pregnancy & Maternity	
Marriage and Civil Partnership	

Outline the key findings of your data analysis. Which groups are disproportionately affected by the proposal? How does this compare with the impact on wider service users and/or the borough’s demographic profile? Have any inequalities been identified?

Explain how you will overcome this within the proposal.

Further information on how to do data analysis can be found in the guidance.

The proposed policy sets out grounds for assistance to be provided to people whose street homelessness is CHAIN verified, who are at risk of serious illness if they contract the COVID-19 virus. The following data analysis therefore considers CHAIN verified people and groups of people who are more at risk from COVID-19.

Sex

ONS report that the age-standardised mortality rate (ASMR) for males in England was 250.2 deaths per 100,000 males compared with 178.5 per 100,000 females. In Haringey, men make up two-thirds of Covid-19 deaths.

From the last CHAIN data available (Q3: October to December 2019), there were 96 people rough sleeping in Haringey in the quarter of which 90% were male and 10% were female.

Gender Reassignment

There is no data to suggest that trans people are more or less at risk of COVID-19 than others.

The Council’s data suggests that none of the people affected by rough sleeping in the borough are trans and <1% of people placed in emergency accommodation told us they were trans. We recognise that the absence of data reflects the fear of stigma and prejudicial treatment, and issues with the CHAIN verification process, rather than the reality of homelessness for transgender people.

Age

Older people are more at risk of COVID-19. Risk increases with age, to the extent that those aged 80-89 years account for 30% of COVID-19 deaths in Haringey.

From the last CHAIN data available (Q3: October to December 2019), there were 96 people rough sleeping in Haringey in the quarter of which 9% were over-55.

Disability

People with disabilities are over three times more likely to die from COVID-19 than people without disabilities. Pre-existing medical conditions also increase vulnerability, especially those that affect the respiratory or circulatory systems such as COPD and diabetes.

Race & Ethnicity

BAME people are more at risk of COVID-19 than white British people. This is due to pre-existing health inequalities, such as higher prevalence of serious health conditions, as well as higher exposure to the virus in the course of daily life during the pandemic, whether through housing or employment. Public Health England reports that the COVID-19 death rate for people with black ethnicity is 255.7 deaths per 100,000 population for males and 119.8 for females compared 87 for white males and 5.2 for white females.

The death rate from COVID-19 has been higher for people born outside of the UK and Ireland. The biggest relative increase was for people born in Central and Western Africa (which includes Nigeria, Ghana and Somalia), the Caribbean, South East Asia (which includes Malaysia, the Philippines and Vietnam), the Middle East and South and Eastern Africa (which includes South Africa, Zimbabwe and Kenya).

From the last CHAIN data available (Q3: October to December 2019), there were 96 people rough sleeping in Haringey in the quarter of which 29% were BAME. The rough sleeping population also has a large proportion of European migrants, whose first language is not English, some of whom have no recourse to public funds but face a range of health and wellbeing issues. The policy offers these people support if they are considered to be at increased risk.

Sexual Orientation

There is no data to suggest that LGBTQ+ people are more or less at risk of COVID-19 than others.

The Council does not hold data on the sexual orientation of people rough sleeping, and <5% of people who we have placed in emergency accommodation told us they were LGBTQ+. We recognise that the absence of data reflects the fear of stigma and prejudicial treatment, and issues with the CHAIN verification process, rather than the reality of homelessness for LGBTQ+ people.

Religion or Belief (or No Belief)

The highest age-standardised mortality rates of deaths involving COVID-19 across the UK have been in the Muslim religious group with 198.9 deaths per 100,000 males and 98.2 deaths per 100,000 females. People who identified as Jewish, Hindu or Sikh also showed higher mortality rates than other groups.

The Council does not hold data on the religion of people affected by rough sleeping.

Pregnancy & Maternity

Pregnant women have been designated as a group that is more vulnerable to COVID-19 and advised to reduce social contact on this basis.

From the last CHAIN data available (Q3: October to December 2019), there were 96 people rough sleeping in Haringey in the quarter of which 10% were female. Those who are pregnant or with new-born babies would be in priority need under the Housing Act and so would already be receiving support from the local authority. They will therefore not be affected by this policy.

Marriage and Civil Partnership

There is no data to suggest that people in marriages and people in civil partnerships have been affected differently by COVID-19.

The Council does not hold data on the representation of people in marriages and people in civil partnerships among people rough sleeping.

4. a) How will consultation and/or engagement inform your assessment of the impact of the proposal on protected groups of residents, service users and/or staff?

Please outline which groups you may target and how you will have targeted them

Further information on consultation is contained within accompanying EqIA guidance

This policy will not be subject to a consultation since it is required to be in place urgently, in response to changed government guidance.

4. b) Outline the key findings of your consultation / engagement activities once completed, particularly in terms of how this relates to groups that share the protected characteristics

Explain how will the consultation's findings will shape and inform your proposal and the decision making process, and any modifications made?

n/a

5. What is the likely impact of the proposal on groups of service users and/or staff that share the protected characteristics?

Please explain the likely differential impact on each of the 9 equality strands, whether positive or negative. Where it is anticipated there will be no impact from the proposal, please outline the evidence that supports this conclusion.

Further information on assessing impact on different groups is contained within accompanying EqIA guidance

1. Sex

Positive	x	Negative		Neutral impact		Unknown Impact	
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This policy will support people affected by rough sleeping who are most at risk of COVID-19. Males are over-represented in both these sub-groups and it is therefore likely to benefit these groups more.

2. Gender reassignment

Positive		Negative		Neutral impact	x	Unknown Impact	x
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There is no data on gender reassignment about people affected by rough sleeping or among those particularly vulnerable to COVID-19 but there is no reason to believe that this policy would not equally benefit those with this protected characteristic.

3. Age

Positive	x	Negative		Neutral impact		Unknown Impact	
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While the elderly are underrepresented among people affected by rough sleeping, the effect of COVID-19 is strongly related to age. This policy would provide support and shelter for this group since they would be at greater risk of serious illness resulting from COVID-19.

4. Disability

Positive	x	Negative		Neutral impact		Unknown Impact	
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Disabled people are disproportionately affected by rough sleeping and so this policy would provide much needed support. Many people with disabilities will also be at a higher risk of COVID-19 and so would especially benefit from this proposal.

5. Race and ethnicity

Positive	x	Negative		Neutral impact		Unknown Impact	
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While people from BAME backgrounds are slightly under-represented among people sleeping rough, the likelihood of COVID-19 leading to serious health problems are higher among those with a non-white ethnicity. The policy is to offer accommodation to people who have characteristics making them particularly at risk of serious illness from COVID-19, and includes race as one of those characteristics; therefore a positive impact would stem from this policy.

6. Sexual orientation

Positive		Negative		Neutral impact	x	Unknown Impact	x
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There is no data about the sexuality among of people affected by rough sleeping but there is no reason to believe that this policy would not equally benefit those with this protected characteristic.

7. Religion or belief (or no belief)

Positive		Negative		Neutral impact	x	Unknown Impact	x
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There is no data about the religion of people affected by rough sleeping but there is no reason to believe that this policy would not equally benefit those with this protected characteristic, and all religious groups will be treated equally.

8. Pregnancy and maternity

Positive		Negative		Neutral impact	x	Unknown Impact	
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Those who are pregnant or with new-born babies would be in priority need under the Housing Act and so would already be receiving support from the local authority. They will therefore not be affected by this policy

9. Marriage and Civil Partnership *(Consideration is only needed to ensure there is no discrimination between people in a marriage and people in a civil partnership)*

Positive		Negative		Neutral impact	x	Unknown Impact	x
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There is no data on marriage about people affected by rough sleeping but there is no reason to believe that this policy would not equally benefit those in marriages and those in civil partnerships.

10. Groups that cross two or more equality strands e.g. young black women

Black men are particularly impacted by COVID-19, and it is expected that this policy would have a positive effect on black men who are rough sleeping.

Outline the overall impact of the policy for the Public Sector Equality Duty:

- **Could the proposal result in any direct/indirect discrimination for any group that shares the relevant protected characteristics?**

- Will the proposal help to advance equality of opportunity between groups who share a relevant protected characteristic and those who do not?
This includes:
 - a) Remove or minimise disadvantage suffered by persons protected under the Equality Act
 - b) Take steps to meet the needs of persons protected under the Equality Act that are different from the needs of other groups
 - c) Encourage persons protected under the Equality Act to participate in public life or in any other activity in which participation by such persons is disproportionately low
- Will the proposal help to foster good relations between groups who share a relevant protected characteristic and those who do not?

The overall impact of the policy is not likely to result in any direct or indirect discrimination for any group that shares any protected characteristics; this is because the policy is designed to redress inequalities in health outcomes faced by those who have characteristics making them particularly vulnerable to Covid-19.

6. a) What changes if any do you plan to make to your proposal as a result of the Equality Impact Assessment?

Further information on responding to identified impacts is contained within accompanying EqIA guidance

Outcome	Y/N
No major change to the proposal: the EqIA demonstrates the proposal is robust and there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken. <u>If you have found any inequalities or negative impacts that you are unable to mitigate, please provide a compelling reason below why you are unable to mitigate them.</u>	Y
Adjust the proposal: the EqIA identifies potential problems or missed opportunities. Adjust the proposal to remove barriers or better promote equality. Clearly <u>set out below</u> the key adjustments you plan to make to the policy. If there are any adverse impacts you cannot mitigate, please provide a compelling reason below	N
Stop and remove the proposal: the proposal shows actual or potential avoidable adverse impacts on different protected characteristics. The decision maker must not make this decision.	N

6 b) Summarise the specific actions you plan to take to remove or mitigate any actual or potential negative impact and to further the aims of the Equality Duty

Impact and which relevant protected characteristics are impacted?	Action	Lead officer	Timescale

<p>Please outline any areas you have identified where negative impacts will happen as a result of the proposal but it is not possible to mitigate them. Please provide a complete and honest justification on why it is not possible to mitigate them.</p>			
<p>6 c) Summarise the measures you intend to put in place to monitor the equalities impact of the proposal as it is implemented:</p>			
<p></p>			

7. Authorisation	
EqIA approved by Robbie Erbmann (Assistant Director/ Director)	Date 22 July 2020

8. Publication <i>Please ensure the completed EqIA is published in accordance with the Council's policy.</i>

Please contact the Policy & Strategy Team for any feedback on the EqIA process.