

Equality Impact Assessment (EqIA)

The Equality Act 2010 introduced the Public Sector Equality Duty which states that a public authority must, in the exercise of its functions, have due regard to the need to:

1. Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act
2. Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
3. Foster good relations between persons who share a relevant protected characteristic and persons who do not share it

This document demonstrates how the Council is meeting the Public Sector Equality Duty by setting out the findings of an equality analysis that has been undertaken in relation to a proposed change to assess whether it has a disproportionate impact on people who share a protected characteristic. The Council's Equality Impact Assessment (EqIA) process covers additional groups not 'protected' by section 149 of the Equality Act 2010, including care leavers and care experienced adults.

1. Background

Directorate	Adults
Service area	Public Health and Communities
Title of the proposed change being assessed i.e. the policy, service or other development	Investment of the remaining unallocated Department for Levelling Up Housing and Communities (DLUHC) Domestic Abuse section 31 grant funding from the Financial Years 2021/22 - 2024/25

Describe the purpose of the proposed change and the intended outcomes
<p>To allocate DLUHC 31 grant funding for domestic abuse support costs within a Respite Rooms pilot scheme. This will help meet the council's statutory duties under part 4 of the Domestic Abuse Act 2021 as part of a suite of options for support in safe accommodation in Gloucestershire.</p> <p>The outcome is to support the district councils in piloting a model of support for women with complex needs who have experienced domestic abuse or violence against women and girls (VAWG) and who are or are at risk of sleeping rough. The funding from the council will provide for specialist support within the pilot.</p>

Who is affected by the proposals?

Service users:	Yes
Wider community:	No

Workforce:	No
Other (please specify):	N/A

Decision to be taken and decision maker	<p>4. Delegates authority to the Director of Public Health in consultation with the Lead Cabinet Member for Adult Social Care Delivery to allocate a maximum of £342,500 on the basis set out in Recommendations 4 (a) to (c) via Gloucester City Council (as the host local authority for the Housing Partnership Team which acts on behalf of the District and County Councils, the Gloucestershire Office of the Police and Crime Commissioner (OPCC) and the Gloucestershire Integrated Care Board (ICB)) to be used at district level for funding the following activities:</p> <p style="padding-left: 40px;">(a) £190,000 for purpose of funding the provision of domestic abuse support in a pilot Respite Rooms scheme over a maximum period of three years (see paragraphs 18-19 of this report for background details of the proposed scheme). The amount proposed is indicative at this stage as it will be determined by the Director of Public Health based on the agree delivery model and length of the proposed Respite Rooms pilot scheme.</p> <p>Cabinet July 2024</p>
Person(s) responsible for completing this assessment	Kate Richardson (Senior Public Health Officer)
Date of this assessment	February - March 2024

2. Information and Data Collection

Summarise how you have collected the information and data required to assess the current situation (section 3.1 below) and the potential or actual impact of the proposed change (section 3.2 below) on those who share the protected characteristics and the additional groups (e.g. survey of services users, running community focus groups, analysing service usage data, engaging with staff networks). The actual information and data should be set out in Appendix 1 (Service Users) and Appendix 2 (GCC staff).

If there are any gaps, include an action in section 4 to fill these. This does not mean that you cannot complete the equality impact assessment, but you need to follow-up the action and revisit as part of the monitoring and review arrangements set out in section 5.

Stakeholders	Engagement and Consultation	Other Sources
Service Users / Wider Community	Engagement work as part of the Domestic Abuse needs assessment ¹	Information taken from data collected by Gloucestershire Housing Partnership Team as part of the Gloucestershire Women's Rough Sleeping Census 2023
Workforce	n/a no council staff affected	n/a no council staff affected
Partners	Engagement with the Gloucestershire Domestic Abuse Local Partnership Board	
Other		

3. Equality Assessment

Indicate the impact on each group and explain how you have reached your conclusions (i.e. through analysis of the information and data that was collected through the engagement, consultation and other sources / methods that were set out in section 2).

Consider sub-categories (e.g. different kinds of disabilities) and how the groups are interconnected (e.g. young women) resulting in particular needs or types of disadvantage and discrimination (sometimes known as intersectional or combined discrimination).

¹ <https://www.gloucestershire.gov.uk/media/1mld5n2w/gloucestershire-domestic-abuse-needs-assessment-2021-final.pdf>

3.1 – Status Quo

If the proposal involves changing an existing activity (e.g. policy, service), summarise the key findings from your assessment of the current situation for each of the groups below. If the proposal is completely new, then move straight to section 3.2.

	Service Users	Gloucestershire County Council (GCC) Staff
Protected Characteristics (Equality Act 2010)	<p>This would provide support in safe accommodation for women with complex needs who have experienced domestic abuse and other violence against women and girls (VAWG) and who are rough sleeping or at imminent risk of rough sleeping.</p> <p>As women who have experienced rough sleeping are more likely to have mental health needs and physical health needs than other women in need of safe accommodation and are more likely have had had experience of the criminal justice system and sex working/sexual exploitation.</p> <p>The scheme will not support men who are victims of domestic abuse, which is proportional reflecting the gendered nature of domestic abuse. Men who have experienced domestic abuse and are/are at risk of rough sleeping can be provided with support in safe accommodation through the Places of Safety scheme (dispersed safe accommodation).</p> <p>Victims with no recourse to public funds would be unlikely to access support in Respite Rooms by virtue of being unable to access the provision because they cannot meet the housing costs – this is a national issue rather than one that can be addressed on a local level.</p>	N/a

<p>Additional Groups (including care leavers / care experienced adults)</p>	<p>Respite Rooms, and the accompanying support within the scheme, will be delivered at an urban location but will be accessible to eligible victims across the county.</p> <p>Respite Rooms, and the accompanying support, will be accessible to care leavers aged 18+ and carer experienced adults.</p> <p>Support in Respite Rooms will be beneficial for women from vulnerable groups as many will be experiencing severe and multiple disadvantages.</p>	<p>N/a</p>
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3.2 – The Proposed Change

Summarise your assessment of the likely or actual impact of the proposed change on each of the groups. If an action is required, this should be recorded in Section 4.

Service Users

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
Age		x			<p>The service will accept referrals for women aged 18+ but it is likely that the service will support women aged 25 - 45 as its principal client group to reflect rough sleeping demographics.</p> <p>Older and young women are less likely to need support within the Respite Rooms model and there are other commissioned projects providing support in domestic abuse safe accommodation in the county which may better meet their needs.</p>	N

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
Disability		X			<p>The complex needs of many women who sleep rough mean that it is either difficult for them to access communal safe accommodation in refuge because of the risks their behaviour may present to others, or that communal accommodation is unsuitable for them as they would struggle to manage in a larger more family focused communal environment and will therefore need more specialist support tailored to their needs.</p> <p>The support in a small provision like Respite Rooms will help to bridge this gap to access to support in safe accommodation, especially when the support will be tailored to supporting women with additional and complex needs, and where service users will recognise and understand the health challenges others may be experiencing, which may help to foster peer support and encourage engagement with services.</p> <p>The staff working in the Respite Rooms would work with partner agencies to ensure access to, and support engagement with, relevant support services to address physical and mental health needs within wider pathways.</p>	N
Sex	X				<p>Support in respite rooms is accessible to female victims not male victims reflecting the gendered nature of domestic abuse.</p> <p>While support in Respite Rooms will not be available to male victims, the council separately commissions GreenSquareAccord Limited through their contract to delivery GDASS to provide specialist domestic abuse support in Places of Safety (dispersed safe accommodation scheme</p>	N

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
					<p>commissioned by the district councils), which is accessible to male victims experiencing/at risk of homelessness.</p> <p>The number of victims who will access support within the Respite Room pilot compared to the number of victims who can be supported across Places of Safety means that this does not unduly limit access to support in safe accommodation for male victims as it is part of a range of safe accommodation options but does positively and proportionately enhance the offer for female victims.</p>	
Race		X			<p>There is limited detail available on the ethnicity of people who sleep rough in the county, but most are UK nationals.</p> <p>Support in Respite Rooms and the Respite Rooms scheme itself will be accessible to victims from all ethnic backgrounds providing the individual has recourse to public funds.</p> <p>Individuals with no recourse to public funds (NRPF), who are from minoritized ethnic backgrounds, will have limited access to the Respite Rooms (and in turn support in safe accommodation) as their NRPF status prevents them from accessing benefits to cover their housing costs.</p> <p>The issue of access to safe accommodation for victims from minoritized communities with NRPF is outside of the control of the council and is part of a wider national issue of how to support victims of domestic abuse with NRPF.</p>	N

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
Gender reassignment		X			<p>Respite Rooms, as with all safe accommodation will have to be delivered either as a single gender or single sex provision in keeping with the statutory guidance on safe accommodation.</p> <p>Respite Rooms is one part of a suite of safe accommodation in the county, and the council separately commissions GreenSquareAccord Limited through their contract to deliver GDASS (Gloucestershire Domestic Abuse Support Service) to provide specialist domestic abuse support in Places of Safety (dispersed safe accommodation scheme commissioned by the district councils) which is accessible to all victims including trans and non-binary victims experiencing/at risk of homelessness.</p>	N
Pregnancy & maternity		X			<p>Respite Rooms and the accompanying support in safe accommodation will be accessible to pregnant women though any risks towards the unborn child would need to be considered in risk assessments taking to account the needs and behaviours of other service users.</p>	N
Religion and/or belief		X			<p>Respite Rooms, and in turn support in Respite Rooms accommodation, is accessible for victims with any religion/belief or none.</p> <p>There is no data available on the belief/faith of people who are sleeping rough within the county.</p>	N
Sexual orientation		X			<p>Support in Respite Rooms can be provided to women with any sexual orientation, but it is likely (as with other safe accommodation provision) that it will largely be accessed by women who have experienced abuse</p>	N

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
					<p>within a heterosexual relationship reflecting the gendered nature of domestic abuse.</p> <p>Women who are lesbian or bisexual may be less likely to access communal safe accommodation offers if they have experienced domestic abuse within a relationship with another women or feel their experiences of abuse within a non-heterosexual relationship are too different from the experiences of other women in the accommodation.</p> <p>Commissioned support in Places of Safety offers an alternative model of support in self-contained safe accommodation, and there has been a positive take up of this support offer on a county level from lesbian victims of domestic abuse.</p>	
Marriage & civil partnership		X			A service user being married or in a civil partnership will not be a barrier to access but relationship breakdowns are a common cause of rough sleeping and domestic abuse risk increases at the point of separation.	N
Armed Forces community		x			Support in Respite Rooms can be provided to women from the Armed Forces community and there is no obvious barrier to veterans accessing support in Respite Rooms.	N
Carers				X	There is no data to reflect on the accessibility for carers – this can be considered within the collection of contract monitoring data.	Y
Care leavers / care experienced adults		X			Respite Rooms, and the accompanying support, will be accessible to care leavers aged 18+ and carer experienced adults.	Y

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
Digital exclusion	X				<p>People sleeping rough will experience varying degree of digital exclusion but as referrals to Respite Rooms would be made from teams who look to assertively engage with women sleeping rough this will help to mitigate against barriers to access. However, it may take longer for women to move into the scheme and start engaging with support if they cannot be contacted by means other than face to face.</p> <p>Support in Respite Rooms will include ensuring service users have access to the right benefits and opportunities to look at adult education if appropriate which should help to improve their economic situation and in turn may help increase access to mobile phones/mobile data and reduce digital exclusion.</p>	N
Geography, for example, urban and rural areas	X				<p>Respite Rooms will be located in an urban area to be reflective that proportionally most rough sleepers have been verified to be located in urban areas. The pilot, however, will be accessible to eligible victims across the county.</p> <p>Being in an urban area is also important for access to support services such as health, substance misuse, probation and mental health which can be more easily accessed on foot to reduce burdens on limited benefit income, and to avoid barriers to access.</p>	N
Socio-economic disadvantage	X				<p>Nationally, whilst it is more likely that domestic abuse victims come from a deprived area, women accessing support in Respite Rooms will be experiencing socio-economic disadvantage due to the circumstances while rough sleeping and will face additional challenges such as addiction, court fines and benefit sanctions.</p>	N

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
					Support in Respite Rooms will include ensuring service users have access to the right support, benefits and opportunities to look at adult education or training if appropriate which should help to improve their socio-economic situation.	
Vulnerable groups of society				x	<p>All service users will have experienced homeless and will have experienced or been at imminent risk of rough sleeping.</p> <p>Vulnerable migrants – as discussed within race above.</p> <p>Gypsy, Roma and Traveller communities – the national pilot schemes had good access from women from these communities.</p> <p>Asylum seekers will not access Respite Rooms accommodation as they would be accessing support and accommodation via the Home Office and would have NRPF.</p> <p>Refugees will be able to access support in Respite Rooms as they would have recourse to public funds during their limited leave to remain.</p> <p>Sex workers – Respite Rooms should be able to provide more appropriate support in safe accommodation and have a better consideration of how to manage risk and adapt support for women who are sex working.</p> <p>Contact with the Criminal Justice System - There is no requirement for victims to have reported any abuse to the police to access support in</p>	N

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
					<p>Respite Rooms, but staff will support women should they wish to report any offences to the police. It is likely that many referrals to Respite Rooms will be for women who have criminal convictions or cautions, and support will be delivered by specialist support staff who will be well placed to assess and manage risks to other residents or staff arising from those offenses as part of a holistic risk assessment. Support would include referrals into wider support pathways for women who are in the criminal justice system as well as supporting and facilitating engagement with probation.</p> <p>Victims of modern slavery – It is possible that women who have experienced domestic abuse from a partner or family member within the context of domestic servitude will be referred to Respite Rooms if they have recourse to public funds. However victims of modern day slavery in the context of domestic servitude, with or without recourse to public funds, may rather enter the National Referral Mechanism for more specialist support for their experiences and needs.</p> <p>Drug and alcohol dependence - It is likely that many referrals to Respite Rooms will be for women who have substance misuse issues including unmanaged addictions and the specialist support staff will be well placed to assess and manage risks to other residents or staff arising from those offenses as part of a holistic risk assessment. Support would include referrals into wider support pathways for women with substance misuse issues and encouraging engagement with support.</p>	

Protected Characteristics / Additional Groups	Positive Impact	Neutral Impact	Negative Impact	Not Sure	Summary of Impact	Action Required (Y/N)?
All	X				<p>The impact of domestic abuse, the experience of victims and their support needs are affected by the intersectionality of their protected characteristics and wider circumstances.</p> <p>These will be unique for each referral and may impact positively or negatively on referrals and their suitability to access the Respite Rooms and the suitability of support in Respite Rooms to meet their needs.</p> <p>Women who rough sleep will likely be experiencing severe and multiple disadvantages where they have experiences of a combination of homelessness, substance misuse, domestic abuse and criminal justice involvement as well as other factors such as sex working and ACEs (Adverse Childhood Experiences). Specialist support within Respite Rooms will be skilled at supported women experiencing some or all of these issues and understanding how their needs intersect and may present challenges in sustaining a stay in safe accommodation.</p>	N

Gloucestershire County Council Staff - N/A

4. Action Plan

Set out the key actions that will be undertaken, following the equality assessment in section 3, to further maximise the positive impact or mitigate the negative impact of the proposal on the protected characteristics and additional groups prior to implementation (any negative consequences should be eliminated, minimised or counter-balanced by other measures):

Identified Potential or Actual Impact	Recommended Action(s)	Owner	Target Completion Date
Potential impact – better understanding of service users accessing support in Respite Rooms.	The support in Respite Rooms will enable us to have a better understanding of women with complex needs who have experienced domestic abuse both in terms of the demographics of the cohort but also whether a specialist support approach works, and if the level of support is sufficient, to enable further decisions to be made after the pilot.	Council	April 2026

5. Monitoring and Review

Public bodies must have regard to the aims of the duty not only when a policy, service or development is being created and decided upon, but also when it is implemented and at regular intervals thereafter. The Equality Duty is a continuing duty.

Lead officer(s):	Nicky Maunder (Public Health Manager) and Kate Richardson (Senior Public Health Officer)
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Part 1 – Initial arrangements (up to around six months following implementation)


Date of the post implementation review:	After year one
<p>Approach to <u>measuring the impact</u> of the change to enable a <u>comparison</u> between the <u>anticipated impact</u> (as set out in section 3) with the <u>actual impact</u>:</p> <ul style="list-style-type: none"> ▪ What mechanisms will be used? ▪ How will service users / the wider community / GCC staff and other stakeholders be involved? 	<p>Service level contract monitoring data will be provided to the Council by the Housing Partnership Team which will enable comparison to domestic abuse engagement and rough sleeper demographics, and to see if the challenges in accessing support in safe accommodation for women with complex needs are being addressed.</p> <p>Views will also be sought via partner agencies to see if they have seen improvements in access to support in safe accommodation.</p>

Part 2 – Ongoing arrangements (from around six months onwards)

Frequency of monitoring and review:	Annual
What mechanisms will be used? How will service users / the wider community / GCC staff and other stakeholders be involved?	<p>Service level contract monitoring data will be provided to the Council by the Housing Partnership team which will enable comparison to domestic abuse engagement and rough sleeper demographics, and to see if the challenges in accessing support in safe accommodation for women with complex needs are being addressed.</p> <p>Commissioners will consider any relevant feedback from other service providers and Domestic Abuse Local Partnership Board.</p>

6. Approval

Signature of Senior Officer	
Name of Senior Officer	Siobhan Farmer
Date	10.07.24

Signature of Decision Maker	
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Name of Decision Maker	Cllr Stephan Fifield
Date	10.07.24

Appendix 1 – Service User Data and Information

As this will be a new provision of support in safe accommodation for women who have experienced domestic abuse and are, or are at imminent risk of, sleeping rough, there is limited data on the specific cohort for Gloucestershire so the service user data below is taken from local or national rough sleeping data and from the Final Evaluation report for the National Respite Room’s pilot.

Some local context is provided through data from the Gloucestershire Women’s Rough Sleeping Census 2023 carried out by the Gloucestershire Housing Partnership Team in 2023.

Wider context on the Gloucestershire population and domestic abuse is available within the Support in Refuge EqIA for Recommendations 1 and 2, and Support in Safe Accommodation EqIA for Recommendation 3(a-b).

Groups	Service User Data and Information
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Age	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022², Health Matters: Rough Sleeping³, Gloucestershire Women’s Rough Sleeping Census 2023, Making Women Count⁴</i></p> <p>In the 2022 single night snapshot rough sleeper count there were 28 people sleeping rough in Gloucestershire, of which:</p> <ul style="list-style-type: none"> • 82% were aged 26 and over.
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²<https://app.powerbi.com/view?r=eyJrljoiZjUxMjFINWMTMWFmOC00Nzc4LWlyN2UtMGZjU3MDYyMGRkIiwidCI6ImJmMzQ2ODEwLTJjN2QtNDNkZS1hODcyLTl0YTJlZjM5OTVhOCJ9>

³ <https://www.gov.uk/government/publications/health-matters-rough-sleeping/health-matters-rough-sleeping>

⁴ <https://www.solacewomensaid.org/wp-content/uploads/2023/12/making-women-count.pdf>

- The ages were not known for the remaining 18%.

This is in keeping with the figures for the same count across the whole Southwest where:

- 81% were aged 26 or older.
- 7% were aged 18-25.
- The ages were not known for the remaining 12%.

The average age at which a woman experiencing rough sleeping will die is 42 compared to an average age of 81 for women in the general population.

Data from the Gloucestershire Women's Rough Sleeping Census 2023 put the age range for women who were known to professionals to have slept rough in Gloucestershire at some point between July – September 2023 as 19 – 72 years.

Within the pan London Women's Rough Sleeping Census carried out in 2022 52% of women who slept rough during the census period were aged 30 – 44, 11% were aged 60 and over and 6% were aged under 25. The most frequently reported age was 32.

Domestic Abuse/Respite Room Context:

Source: Respite Rooms Pilot Final Evaluation⁵ and SafeLives IDVA⁶ and Outreach⁷ services data sets for 2022

The ages of service users accessing Respite Rooms during the national pilot where:

- 25% were aged 18-25.
- 81% were aged 25 – 65.
- 3% were aged 65 or older.

⁵ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

⁶ https://safelives.org.uk/sites/default/files/resources/Idva%20Dataset%202022_FINAL.pdf

⁷ https://safelives.org.uk/sites/default/files/resources/Outreach%20Dataset%202022_FINAL.pdf

	<p>Based on our local data for people who sleep rough we expect that support is more likely to be accessed locally in Respite Rooms by women aged over 25, noting that the national pilot schemes were generally located in much larger areas where they may have been greater variance in the ages of women sleeping rough.</p> <p>In the SafeLives' data sets for IDVA services and Outreach services in 2022 the average age of the service users was 35.</p>
Disability	<p>Rough sleeping Context: <i>Source: Health Matters: Rough Sleeping⁸</i></p> <p>Public Health England's Health Matters report on Rough Sleeping documented many of the health and disability issues experienced by people who sleep rough, including:</p> <ul style="list-style-type: none"> • 46% had physical health needs (in London during 2017-18). • 50% have mental health needs. • Most long term physical health needs are either more prevalent among people sleeping rough or they are at a greater risk of experiencing: <ul style="list-style-type: none"> ○ TB ○ HIV ○ Hepatitis C ○ Chronic pain ○ Musculoskeletal disorder ○ Respiratory illness. <p>Any of these may give rise to disabilities particularly if conditions are poorly managed or exacerbated by rough sleeping.</p> <p>The report also reflected that women who have slept rough are more likely to have mental and physical health needs than the general population. It's more likely that they will also have substance misuse issues either as a means of self-medicating, managing pain and/or coping with their experiences of rough sleeping or that rough sleeping worsens pre-existing substance misuse issues.</p>

⁸ <https://www.gov.uk/government/publications/health-matters-rough-sleeping/health-matters-rough-sleeping>

Women who experience rough sleeping will on average die earlier than men who experience rough sleeping despite women in the general population living longer than men. The average age at which a woman experiencing rough sleeping will die is 42 compared to an average age of 81 for women in the general population. It is also known that women tend to experience more hidden forms of homelessness so are not always captured within the official snapshot count which has a very strict definition of rough sleeping.

The Women's Rough Sleeping Census, which was carried out in Gloucestershire for the first time in 2023, takes a gender informed approach to the definition of rough sleeping: "Having nowhere safe to stay at all: for example, sleeping outside on the ground or in a tent, sitting/sleeping in places which are open late or 24/7 (such as fast-food restaurants and hospitals), walking all night, sex working at night but not having anywhere to sleep during the day, using drugs in other people's accommodation at night but not having anywhere to sleep during the day, etc. Women may not do this every night, and rough sleeping may be interspersed with other forms of hidden homelessness such as staying in accommodation belonging to unsafe/unknown people/perpetrators, staying in 'cuckooed'¹³ flats, or staying with friends/family/associates on a very insecure and transitory basis (e.g. nightly or weekly, or regularly being forced to leave immediately)."

27 Census Surveys were completed during the Census week for women who identified that they had slept rough, as defined above, at some point between July – September 2023. At a professionals meeting following the count a total of 76 women were known to professionals as having met the criteria above during the same period.

Respite Room Context:

Source: Tackling Domestic Abuse Plan¹⁴, Respite Rooms Pilot Final Evaluation¹⁵

Domestic abuse and VAWG are gendered crimes, and the prevalence of domestic abuse is estimated to be 7.3% for women and 3.6% for men.

¹³ <https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines/criminal-exploitation-of-children-and-vulnerable-adults-county-lines#forms-and-methods-of-exploitation>

¹⁴ https://assets.publishing.service.gov.uk/media/6244219bd3bf7f32b317e8f3/E02735263_Tackling_Domestic_Abuse_CP_639_Accessible.pdf

¹⁵ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

	<p>A requirement for support in safe accommodation is that it is delivered in a single sex or single gender setting, most of the national pilots opted for women’s services and as such 98% of all service users were female. Liverpool had a scheme that was split across two buildings which enabled them to have a small male only provision accounting for 1% of the total service users within the national pilot of Respite Rooms.</p>
Race	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022¹⁶, Gloucestershire Women’s Rough Sleeping Census 2023, and Health Matters: Rough Sleeping¹⁷</i></p> <p>The 2022 rough sleeping snapshot found that 89% of people who slept rough in Gloucestershire on that night were UK nationals, followed by 4% who were EU nationals. The nationality of the remaining 7% was not known.</p> <p>There is no more specific detail on the ethnicity of the people who slept rough in Gloucestershire on the single night count.</p> <p>27 Census Surveys were completed during the Census week for women who identified that they had slept rough, as defined above, at some point between July – September 2023, the majority identified as White British, and the remainder identified as being from a minoritized ethnic background.</p> <p>Respite Room Context: <i>Source: Tackling Domestic Abuse Plan¹⁸, Respite Rooms Pilot Final Evaluation¹⁹</i></p> <p>Within the national pilot of Respite Rooms 28% of service users came from minoritized ethnic backgrounds and 13% had no recourse to public funds (which were a specific target group for the national pilot but would not be eligible within the local scheme as housing costs will need to be met through Housing Benefit).</p>

¹⁶<https://app.powerbi.com/view?r=eyJrIjoizjUxMjMjFINWMTMWFmOC00Nzc4LWlyN2UtMGEwZjU3MDYyMGRkIiwidCI6ImJmMzQ2ODEwLTIjN2QtNDNkZS1hODcyLTI0YTJlZjM5OTVhOCJ9>

¹⁷ <https://www.gov.uk/government/publications/health-matters-rough-sleeping/health-matters-rough-sleeping>

¹⁸ https://assets.publishing.service.gov.uk/media/6244219bd3bf7f32b317e8f3/E02735263_Tackling_Domestic_Abuse_CP_639_Accessible.pdf

¹⁹ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

<p>Gender reassignment</p>	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022²⁰, ONS Census data 2021²¹, Ending Rough Sleeping²² and Gloucestershire Women's Rough Sleeping Census 2023.</i></p> <p>There is no local data on the prevalence of people who sleep rough who are trans or non-binary, though the gender was not known/not reported for 7% of the people who had been sleeping rough on the night of the snapshot so it is possible they may have been included within this figure. As the trans and non-binary population in Gloucestershire in general is very small (0.43% of residents), there is likely to be very low prevalence within people who sleep rough in the county.</p> <p>However trans and non-binary people experience additional factors that can lead to homelessness and rough sleeping through family or community disapproval of their gender identity and may be less likely to trust statutory services through experiences of stigma/discrimination, and as such may not been seen within the data.</p> <p>27 Census Surveys were completed during the Census week for women who identified that they had slept rough, as defined above, at some point between July – September 2023, and of these >5 either identified as non-binary or did not provide their gender identity.</p> <p>Respite Room Context: <i>Source: Tackling Domestic Abuse Plan²³, Respite Rooms Pilot Final Evaluation²⁴, SafeLives (2018) Free To Be Safe: LGBT+ people experiencing domestic abuse</i></p> <p>10% of service users within the national Respite Rooms pilot identified as LGBTQ+ (lesbian, gay, bisexual, trans, queer, questioning) but it is not clear how many, if any, identified as trans or non-binary.</p>
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²⁰<https://app.powerbi.com/view?r=eyJrIjoizjUxMjY1ZjUzMDYyMGRkIiwidCI6ImJmMzQ2ODEwLTIjNzQ0NDkZS1hODcyLTl0YTJlZjJM50TVhOCj9>

²¹ <https://www.gloucestershire.gov.uk/inform/population/census-of-population/census-2021/>

²² https://assets.publishing.service.gov.uk/media/631229d7e90e075882ea2566/20220903_Ending_rough_sleeping_for_good.pdf

²³ https://assets.publishing.service.gov.uk/media/6244219bd3bf7f32b317e8f3/E02735263_Tackling_Domestic_Abuse_CP_639_Accessible.pdf

²⁴ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

	<p>There are no national prevalence figures on domestic abuse for trans and non-binary victims of domestic abuse, but SafeLives considered limited available research which suggested that there may be a higher prevalence of domestic abuse experienced by people who identify as trans or non-binary than for people who do not identify as LGBT+.</p>
<p>Pregnancy & maternity</p>	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022²⁵ , Ending Rough Sleeping²⁶</i></p> <p>There is no local data on the prevalence of women who sleep rough while pregnant. There are housing duties owed to pregnant women and social care have a duty to protect the unborn child. Women who sleep rough may have experienced pregnancy and had children taken into care prior to sleeping rough.</p> <p>Respite Room Context: <i>Source: Respite Rooms Pilot Final Evaluation²⁷, Tackling Domestic Abuse Plan²⁸</i></p> <p>There is no mention of pregnancy within the evaluation report however it is not clear if that is because no women were pregnant, or if it was not a consideration within the pilot evaluation.</p> <p>The evaluation does those include that: “Support relationships [within the Respite Rooms] were an important part of overcoming negative experiences of services (e.g. children taken into care), which can alienate women and make them less likely to trust public services again.”</p> <p>Pregnancy is a known period of increased risk for domestic abuse.</p>

²⁵<https://app.powerbi.com/view?r=eyJrIjoizjUxMjMjFINWMTMWFmOC00Nzc4LWlyN2UtMGUwZjU3MDYyMGRkIiwidCI6ImJmMzQ2ODEwLTljN2QtNDNkZS1hODcyLTI0YTJlZjM5OTVhOCJ9>

²⁶ https://assets.publishing.service.gov.uk/media/631229d7e90e075882ea2566/20220903_Ending_rough_sleeping_for_good.pdf

²⁷ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

²⁸ https://assets.publishing.service.gov.uk/media/6244219bd3bf7f32b317e8f3/E02735263_Tackling_Domestic_Abuse_CP_639_Accessible.pdf

<p>Religion and/or belief</p>	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022</i>²⁹</p> <p>Religion was not included with the rough sleeping snapshot data.</p> <p>Respite Room Context: <i>Source: Respite Rooms Pilot Final Evaluation</i>³⁰</p> <p>Religion was not included within the Respite Rooms data.</p> <p>Locally, it is likely that there will be a high proportion of service users with no religion/belief or where their religion/belief is not known based on contract monitoring data for commissioned housing related support and domestic abuse support services.</p>
<p>Sexual orientation</p>	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022</i>³¹, <i>Ending Rough Sleeping for Good</i>³²</p> <p>Sexual orientation was not included with the rough sleeping snapshot data, but we know nationally that abuse and homophobia due to their sexual orientation can be a cause of homelessness for people who are LGBTQ+, they may be less able to turn to their families/communities for support if homeless, and they may distrust of statutory services due to past experiences.</p> <p>Respite Room Context: <i>Source: Respite Rooms Pilot Final Evaluation</i>³³</p>

²⁹<https://app.powerbi.com/view?r=eyJrIjoizjUxMjFINWMTMWFmOC00Nzc4LWlyN2UtMGEwZjU3MDYyMGRkIiwidCI6ImJmMzQ2ODEwLTJnN2QtNDNkZS1hODcyLTI0YTJlZjM5OTVhOCJ9>

³⁰ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

³¹<https://app.powerbi.com/view?r=eyJrIjoizjUxMjFINWMTMWFmOC00Nzc4LWlyN2UtMGEwZjU3MDYyMGRkIiwidCI6ImJmMzQ2ODEwLTJnN2QtNDNkZS1hODcyLTI0YTJlZjM5OTVhOCJ9>

³² https://assets.publishing.service.gov.uk/media/631229d7e90e075882ea2566/20220903_Ending_rough_sleeping_for_good.pdf

³³ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

	<p>10% of service users within the national Respite Rooms pilot identified as LGBTQ but it is not clear how many, if any, identified as lesbian or bisexual.</p> <p>It is anticipated that given the small LGBTQ+ community in the county, and the very small scale of the Respite Rooms scheme, that most service users will be heterosexual reflecting trends in access to other support in safe accommodation in the county.</p> <p>However, women who are lesbian or bisexual may have experienced abuse/additional abuse from family members because of their sexual orientation which has led to them rough sleeping.³⁴</p>
<p>Marriage & civil partnership</p>	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022³⁵, Ending Rough Sleeping for Good³⁶, London Women’s Rough Sleeping Census 2023³⁷</i></p> <p>Marital status was not included with the rough sleeping snapshot data, but we know that relationship breakdowns are a common cause of rough sleeping.</p> <p>Women who sleep rough may also enter into unsafe relationships or sex work for somewhere to stay which can place them at risk/further risk of domestic abuse and sexual violence.</p> <p>Respite Room Context: <i>Source: Respite Rooms Pilot Final Evaluation³⁸</i></p> <p>Marital status was not included within the Respite Rooms data.</p>

³⁴ https://assets.publishing.service.gov.uk/media/631229d7e90e075882ea2566/20220903_Ending_rough_sleeping_for_good.pdf

³⁵ <https://app.powerbi.com/view?r=eyJrIjoizjUxMjFhYXN0eWVzLWVlYyN2U3MDYyMGRkIiwidCI6ImJmMzQ2ODEwLTljN2Q0NDNkZS1hODcyLTI0YTJlZjM5OTVhOCJ9>

³⁶ https://assets.publishing.service.gov.uk/media/631229d7e90e075882ea2566/20220903_Ending_rough_sleeping_for_good.pdf

³⁷ https://www.solacewomensaid.org/wp-content/uploads/2023/12/womens_census_2023_-_information_sheet.pdf

³⁸ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

<p>Care leavers / care experienced adults</p>	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022⁴⁵, Children's Social Care – Independent Review⁴⁶</i></p> <p>Carer leaver status was not included with the rough sleeping snapshot data. It has been estimated that 26% of the wider homeless population are care experienced.</p> <p>Respite Room Context: <i>Source: Respite Rooms Pilot Final Evaluation⁴⁷</i></p> <p>Carer leaver status was not included within the Respite Rooms data.</p>
<p>Digital exclusion</p>	<p>Rough sleeping Context:</p> <p>People who sleep rough are highly likely to experience digital exclusion be it from not having a mobile phone or having had their phone stolen, not having credit or data on their phone, not having access to charging facilities, sleeping rough in a remote location, not turning phones due to difficulties with engaging with agencies or trying to avoiding professionals or associates, or a lack of technical skills.</p> <p>First contact with outreach may come from workers locating people sleeping rough through visits to hotspots but also relies on an app called StreetLink where members of the public can report sighting of people sleeping rough which helps to breakdown one barrier to accessing outreach support. Outreach workers will generally then be the ones who make referrals into support services and liaise with the individual, face to face if needed, to try and facilitate move in to accommodation, engagement with services etc, which helps to overcome some barriers to digital exclusion.</p> <p>Respite Room Context: <i>Source: Respite Rooms Pilot Final Evaluation⁴⁸</i></p>

⁴⁵<https://app.powerbi.com/view?r=eyJrIjoizjUxMjMjFINWMTMWFmOC00Nzc4LWlyN2UtMGEwZjU3MDYyMGRkIiwidCI6ImJmMzQ2ODEwLTIjN2Q0NDkZS1hODcyLTl0YTJlZjJM50TVhOCJ9>

⁴⁶ https://webarchive.nationalarchives.gov.uk/ukgwa/20230308122535mp_/https://childrensocialcare.independent-review.uk/wp-content/uploads/2022/05/The-independent-review-of-childrens-social-care-Final-report.pdf

⁴⁷ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

⁴⁸ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

	Digital exclusion was not specifically covered within the data in the National Respite Rooms evaluation.
Geography, for example, urban and rural areas	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022⁴⁹, London Women’s Rough Sleeping Census 2022⁵⁰</i></p> <p>The rough sleeping snapshot data gives the numbers of people who slept rough in each district on the night of the count:</p> <ul style="list-style-type: none"> • Cheltenham Borough: 8 (of which 13% identified as female). • Cotswold District: 2 (of which 0% identified as female). • Forest of Dean District: 0. • Gloucester City: 14 (of which 21% identified as female). • Stroud District: 2 (of which 0% identified as female). • Tewkesbury Borough: 2 (of which 0% identified as female). <p>This is reflective only of the single night count but does broadly reflect other trends in access to services where the urban areas experience the highest level of need.</p> <p>It is also known that women tend to experience more hidden forms of homelessness so are not always captured within the snapshot count which has a very strict definition of rough sleeping.</p> <p>Respite Room Context: <i>Source: Respite Rooms Pilot Final Evaluation⁵¹</i></p> <p>None of the national pilots were within Gloucestershire. The pilot schemes were either in town/city centres or on the outskirts of urban areas.</p>

⁴⁹<https://app.powerbi.com/view?r=eyJrIjoizjUxMjFINWMTMWFmOC00Nzc4LWlyN2UtMGEwZjU3MDYyMGRkIiwidCI6ImJmMzQ2ODEwLTljN2Q0NDNkZS1hODcyLTI0YTJlZjM5OTVhOCJ9>

⁵⁰ https://www.solacewomensaid.org/wp-content/uploads/2023/12/womens_census_2023_-_information_sheet.pdf

⁵¹ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

<p>Socio-economic disadvantage</p>	<p>Rough sleeping Context: <i>Source: NICE Integrated Health and Social Care Guidance for People Experiencing Homelessness⁵²</i></p> <p>People who sleep rough are highly likely to have a socio-economic disadvantage at the time they are sleeping rough. Homelessness can affect people from all socio-economic backgrounds, however homelessness can result from a range of underlying causes including: “structural, societal and economic factors, and inequalities, such as poverty and deprivation, unaffordable housing, unemployment, exclusion and discrimination.”</p> <p>Respite Room Context: <i>Source: Respite Rooms Pilot Final Evaluation⁵³</i></p> <p>Women experiencing both rough sleeping and domestic abuse are likely to be experiencing socio-economic disadvantage through a range of negative impacts including financial abuse, poor physical or mental health and/or substance misuse issues caused or worsened by abuse and trauma, and isolation from positive opportunities such as education, training and employment.</p> <p>Socio-economic status was not included within the Respite Rooms data. However, one early action for staff, once service users were settled into the schemes and ready to start on practical support, was to help service users complete relevant benefit claims.</p> <p>Staff in the National Pilot would also provide wider and holistic support around budgeting, access to training opportunities and access to social housing, and trauma recovery support all of which would help to improve service users socio-economic outlook or their access to opportunities which could lead to improvements in socio-economic status in the future.</p>
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⁵²<https://www.nice.org.uk/guidance/ng214/resources/integrated-health-and-social-care-for-people-experiencing-homelessness-pdf-66143775200965>

⁵³ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf

<p>Vulnerable groups of society</p>	<p>Rough sleeping Context: <i>Source: Rough sleeping snapshot in England: Autumn 2022⁵⁴, Health Matters: Rough Sleeping⁵⁵, Ending Rough Sleeping for Good⁵⁶ and Gloucestershire Women’s Rough Sleeping Census 2023</i></p> <p>Vulnerable groups of society: can include people who experience homelessness, vulnerable migrants/asylum seekers and refugees, Gypsy, Roma and Traveller communities, sex workers, people in contact with the justice system, victims of modern slavery and drug and alcohol dependence.</p> <p>Any combination of these could apply to people who sleep rough who will all be experiencing homelessness and will in many cases have multiple experiences of homelessness.</p> <p>Aside from the implied experience of homelessness none of the other categories of vulnerable groups were included with the rough sleeping snapshot data.</p> <p>However, on the snapshot count 4% were EU nationals and the nationality was not known for the remaining 7% so these may have included vulnerable migrants/asylum seekers and refugees.</p> <p>From wider information/research on rough sleeping:</p> <ul style="list-style-type: none"> • 41% of people who sleep rough have alcohol misuse issues and 42% have drug misuse issues. • Women who sleep rough may engage in sex work in order to find somewhere ‘safer’ to be at night. • People who rough sleep may be experiencing or at risk becoming victims of modern day slavery • Experience of prison and being released from prison without a housing plan can increase risks of rough sleeping. In 2020 53% of people who nationally completed the Rough Sleeping Questionnaire had been in prison. <p>27 Census Surveys were completed during the Census week for women who identified that they had slept rough, as defined above, at some point between July – September 2023, of these women 11% had been in prison during this period.</p>
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⁵⁴<https://app.powerbi.com/view?r=eyJrIjojZjUxMjMwMTMwMzYwOC00Nzc4LWlyN2UtMGZlU3M0YyMGRkIiwidCI6ImMzQ2ODEwLTljN2QtNDNkZS1hODcyLTl0YTJlZjM5OTVhOCJ9>

⁵⁵ <https://www.gov.uk/government/publications/health-matters-rough-sleeping/health-matters-rough-sleeping>

⁵⁶ https://assets.publishing.service.gov.uk/media/631229d7e90e075882ea2566/20220903_Ending_rough_sleeping_for_good.pdf

Women who completed the survey were asked about the impact of their gender on their experiences and there were themes around sex working and transactional sex, and professionals at the census meeting were not surprised at the number of women exchanging sex for somewhere to stay.

During the Gloucestershire Women's Rough Sleeping Census 2023 professionals meeting, of the 76 women known to have slept rough during the period, 26 were known to engage with substance misuse support.

Respite Room Context:

Source: Respite Rooms Pilot Final Evaluation⁵⁷

Vulnerable groups of society can include: people who experience homelessness, vulnerable migrants/asylum seekers and refugees, Gypsy, Roma and Traveller communities, sex workers, people in contact with the justice system, victims of modern slavery and drug and alcohol dependence.

Aside from the implied experience of homelessness, only some of the other categories of vulnerable groups were included with the national pilot evaluation data, which were;

- 3% of women accessing Respite Rooms were Gypsy, Traveller or Roma.
- 13% had no recourse to public funds (NRPF).

It should be noted that due to the locations of some of the pilots in larger urban areas the demographics may not be reflective of future access in Gloucestershire.

But several issues were considered within the evaluation: Women who sex work who have had experience of the criminal justice system or who have substance misuse issues may actively avoid statutory services. The emotional support and care offered by staff within the Respite Rooms offered to women was in some cases unique to any experiences of previous support.

Appendix 2 – Gloucestershire County Council Staff Data and Information – N/A

⁵⁷ https://assets.publishing.service.gov.uk/media/64c13628d4051a00145a93ff/Respite_Rooms_Pilot_Evaluation_-_final_report.pdf