



Uttlesford District Council Equality & Health Impact Assessment (EqHIA)

Document control

Title of activity:	Managing Unacceptable Behaviour
Lead officer:	Simone Russell, Strategic Director, Housing, Environment and Communities
Approved by:	CMT
Date completed:	22/11/2024
Scheduled date for review:	2027

Does the EqHIA contain any confidential or exempt information that would prevent you publishing it on the Council's website?	No
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When the EqHIA is completed send a copy to the following email address - EqHIA@Uttlesford.gov.uk

1. Equality & Health Impact Assessment Checklist

Please complete the following checklist to determine whether or not you will need to complete an EqHIA and ensure you keep this section for your audit trail. If you have any questions, please contact your Divisional Equality Lead. Please refer to the Guidance in Appendix 1 on how to complete this form. **When EqHIA is completed send a copy to the following email address EqHIA@Uttlesford.gov.uk**

About your activity

1	Title of activity	A new policy on “Managing Unacceptable Behaviour”. Revising the previous ‘Abusive, persistent, or vexatious complaints policy’.		
2	Type of activity	Guidance on how to identify and manage unreasonable customer behaviour. Addressing the behaviour identified with informal and formal means.		
3	Scope of activity	Updating an existing policy to reflect the guidance provided by the Housing Ombudsman. Giving a clear definition of ‘unacceptable behaviour’ and how the council will deal with incidents of such behaviour that take place.		
4a	Are you changing, introducing a new, or removing a service, policy, strategy or function?	Yes	If the answer to <u>any</u> of these questions is ‘ YES ’, please continue to question 5.	If the answer to <u>all</u> of the questions (4a, 4b & 4c) is ‘ NO ’, please go to question 6.
4b	Does this activity have the potential to impact (either positively or negatively) upon people (9 protected characteristics)?	Yes		
4c	Does the activity have the potential to impact (either positively or negatively) upon any factors which determine people’s health and wellbeing?	Yes		
5	If you answered YES:	Please complete the EqHIA in Section 2 of this document. Please see Appendix 1 for Guidance.		
6	If you answered NO:			

Completed by:	Anthony Alexander, Housing Policy and Research Officer. Housing, Environment and Communities
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Date:	21/11/2024
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2. The EqHIA – How will the strategy, policy, plan, procedure and/or service impact on people?

Background/context:
<p>The policy will provide clear guidance on what is ‘unacceptable’ behaviour.</p> <p>This guidance is intended to help employees determine what is unacceptable, or unreasonable customer behaviour and suggests options for how to manage it constructively and consistently.</p> <p>It will set out how Uttlesford will respond to such incidents and the informal and formal restrictions that may be applied.</p> <p>The aim will be to manage such incidents in a way that makes efficient use of council staff time and resource.</p> <p>The policy is a redraft of the former policy to align with the Housing Ombudsman requirements.</p>

Who will be affected by the activity?
<p>Anyone who contacts the council and displays aggressive or abusive behaviour.</p> <p>Anyone who contacts the council who is unreasonably persistent and/or demanding.</p> <p>Frontline staff who come into direct contact with customers displaying unacceptable behaviour.</p> <p>There will be an impact as well on</p> <ul style="list-style-type: none"> <li style="padding-left: 40px;">The Council as a social housing landlord. <li style="padding-left: 40px;">Housing staff in assessing and determining what is unreasonable behaviour.

Protected Characteristic - Age: Consider the full range of age groups	
<i>Please tick (✓) the relevant box:</i>	Overall impact:
Positive	Individuals who may act unacceptably may do so because of a

Neutral		vulnerability or disability due to their age or circumstances.
Negative	√	<p>Placing contact restrictions on elderly individual(s) may impact on the way they are able to communicate with us or receive a service in line with defined service standards.</p> <p>A person's age will not be the reason why contact restrictions have been placed on the individual.</p> <p>Contact restrictions will be placed on them if they have perpetrated unacceptable behavior towards a member of housing staff, as defined by the Policy.</p>

Evidence:

Of the 91,341 people living in Uttlesford on Census Day, 20.2 percent (18,430) were aged 65 and over. This compares to 18.4 percent aged 65 and over for England.

Since 2011, Uttlesford has seen a 35.8 percent increase in those aged 65 and over.

An ageing population has the potential to increase demand for services. This may include an increasing number of people with dementia.

Sources used:

Essex Insight - A profile of people living in Uttlesford
 April 2016 Organizational Intelligence
 LG Inform

Protected Characteristic - Disability: Consider the full range of disabilities; including physical mental, sensory and progressive conditions

Please tick (✓) the relevant box:

Overall impact:

Positive		Individuals who may act unacceptably may do so because of a vulnerability, disability, or protected characteristic.
Neutral		A person's disability will not be the reason why contact restrictions are put in place. Contact restrictions will be placed on them if a person perpetrates unacceptable behavior towards staff as defined by the Policy.
Negative	√	<p>May have a negative impact on customers, who due to mental disability, cognitive impairment, or communication difficulties, could find it challenging to request a service.</p> <p>This may negatively impact residents with this protected characteristic in accessing / contacting the Council.</p>

<p>Evidence:</p> <p>2011 census data shows that 13.65% of people within Uttlesford have a physical or mental disability.</p>
<p>Sources used:</p> <p>LG Inform</p>

Protected Characteristic - Sex/gender: Consider both men and women

<i>Please tick (✓) the relevant box:</i>		<p>Overall impact:</p> <p>A person's gender will not be the reason why contact restrictions are placed on an individual.</p> <p>Contact restrictions will be placed on them if a person perpetrates unacceptable behavior towards staff as defined by the Policy.</p>
Positive		
Neutral	✓	
Negative		

<p>Evidence:</p> <p>Uttlesford - Gender Population (2021 Census) Female – 51.2% Male – 48.8%</p>

<p>Sources used:</p> <p>Essex Insight - A profile of people living in Uttlesford LG Inform</p>
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Protected Characteristic - Ethnicity/race: Consider the impact on different ethnic groups and nationalities

<i>Please tick (✓) the relevant box:</i>		<p>Overall impact:</p> <p>A person's race will not be the reason why contact restrictions are placed on an individual.</p> <p>Contact restrictions will be placed on them if a person perpetrates unacceptable behavior towards staff as defined by the Policy.</p> <p>An individual's difference in culture and customs may impact on the way they behave towards housing staff, which may result in contact restrictions being placed on them. This may negatively impact residents with this protected characteristic who due to language/comprehension difficulties, could find it challenging to request</p>
Positive		
Neutral		
Negative	✓	

	a service.in accessing / contacting the Council.	<i>*Expand box as required</i>
Evidence:		
<p>More broadly, the proportion of people in Uttlesford stating their ethnicity as 'not white' (any not white category) is 5.5% of these respondents 11.1% were 'non white UK'.</p> <p>As at the 2021 Census, in Uttlesford, 0.4% of all residents self-reported that they could not speak English well or at all, which equates to 324 residents. The national average proportion of people who cannot speak English is 1.3%.</p> <p>In terms of self-reporting, few residents indicate that language may be a barrier.</p>		
Sources used:		
LG Inform		

Protected Characteristic - Religion/faith: Consider people from different religions or beliefs including those with no religion or belief		
<i>Please tick (✓) the relevant box:</i>		Overall impact:
Positive		<p>A person's religion, belief or lack of belief will not be the reason why contact restrictions are placed on an individual. Contact restrictions will only be placed on them if a person perpetrates unacceptable behavior towards staff as defined by the Policy.</p> <p>However, it may be that unacceptable behavior that a person under this protected characteristic perpetrates towards members of staff may result in contact restrictions being placed on them.</p> <p>It may also be the case that someone's culture impacts on the way they may behave towards staff in certain circumstances.</p>
Neutral	✓	
Negative		
Evidence:		
None		
Sources used:		

Protected Characteristic - Sexual orientation: Consider people who are heterosexual, lesbian, gay or bisexual		
<i>Please tick (✓) the relevant box:</i>		Overall impact:
Positive		<p>A person's sexual orientation will not be the reason why contact restrictions are placed on an individual.</p> <p>Contact restrictions will only be placed if a person perpetrates</p>
Neutral	✓	

Negative		unacceptable behavior towards staff as defined by the Policy.
Evidence:		
None		
Sources used:		

Protected Characteristic - Gender reassignment: Consider people who are seeking, undergoing, or have received gender reassignment surgery, as well as people whose gender identity is different from their gender at birth		
<i>Please tick (✓) the relevant box:</i>		Overall impact:
Positive		A person's gender reassignment will not be the reason why contact restrictions are placed on an individual. Contact restrictions will be placed if a person perpetrates unacceptable behavior towards staff as defined by the Policy.
Neutral	✓	
Negative		
Evidence:		
None		
Sources used:		

Protected Characteristic - Marriage/civil partnership: Consider people in a marriage or civil partnership		
<i>Please tick (✓) the relevant box:</i>		Overall impact:
Positive		A person's marriage or civil partnership will not be the reason why contact restrictions are placed on an individual. Contact restrictions will be placed if a person perpetrates unacceptable behavior towards staff as defined by the Policy.
Neutral	✓	
Negative		
Evidence:		
None		
Sources used:		

Protected Characteristic - Pregnancy, maternity, and paternity: Consider those who are pregnant and those who are undertaking maternity or paternity leave		
<i>Please tick (✓) the relevant box:</i>		Overall impact: A person's pregnancy or maternity will not be the reason why contact restrictions are placed on an individual. Contact restrictions will be placed on them if a person perpetrates unacceptable behavior towards staff as defined by the Policy.
Positive	<input type="checkbox"/>	
Neutral	<input checked="" type="checkbox"/>	
Negative	<input type="checkbox"/>	
Evidence:		
None		
Sources used:		




Socio-economic status: Consider those who are from low income or financially excluded backgrounds		
<i>Please tick (✓) the relevant box:</i>		Overall impact: A person's being of low income or from a financially excluded background will not be the reason why contact restrictions are placed on an individual. Contact restrictions will be placed on them if a person perpetrates unacceptable behavior towards staff as defined by the Policy.
Positive	<input type="checkbox"/>	
Neutral	<input checked="" type="checkbox"/>	
Negative	<input type="checkbox"/>	
Evidence:		
Higher than average number of economically inactive adults.		
The distribution would suggest that there are a significant number of affluent areas in Uttlesford and none that are deprived. Uttlesford is ranked 300 out of 326 local authorities in England on overall deprivation (where 1 is the highest level of deprivation).		
<i>*Expand box as required</i>		
Sources used:		
Essex Insight A profile of people living in Uttlesford April 2016 Organizational Intelligence		
<i>*Expand box as required</i>		

Health & Wellbeing Impact: Consider both short and long-term impacts of the activity on a person's physical and mental health, particularly for disadvantaged, vulnerable or at-risk groups. Can health and wellbeing be positively promoted through this activity? Please use the Health and Wellbeing Impact Tool in Appendix 2 to help you answer this question.	
<i>Please tick (✓) all the relevant boxes that apply:</i>	
Positive	
Neutral	✓
Negative	
Overall impact: In the event that a restriction is applied by the policy this could lead to some restricted access. This may have a well-being rather than a health impact. <p style="text-align: right;"><i>*Expand box as required</i></p> Do you consider that a more in-depth HIA is required as a result of this brief assessment? Please tick (✓) the relevant box <p style="text-align: right;">Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p>	
Evidence: It is understood at present anecdotally that just one resident is considered to fall within the scope of the proposed policy. There will be a need to ensure that statutory compliance is achieved irrespective of any restrictions (e.g., fulfilling repairing obligations). <p style="text-align: right;"><i>*Expand box as required</i></p>	
Sources used: None	
Outcome of the Assessment	
The policy is a revision of an existing one. In order to limit any negative impacts, the following guidance is suggested. <ul style="list-style-type: none"> • Consider the individual circumstances of the customer. • Ensure that reasonable adjustments are made where appropriate. The policy provides for taking appropriate and proportionate action in response to reports. It is expected that this will balance the needs and rights of affected service users against those of staff. <p>Formal action will only be taken under the Unacceptable Behaviour Policy when all informal avenues have been exhausted. Any restrictions on contact will be tailored to individual need and regularly reviewed.</p>	

3. Outcome of the Assessment

The EqHIA assessment is intended to be used as an improvement tool to make sure the activity maximises the positive impacts and eliminates or minimises the negative impacts. The possible outcomes of the assessment are listed below and what the next steps to take are:

Please tick (✓) what the overall outcome of your assessment was:

	<p>1. The EqHIA identified <u>no significant concerns</u> OR the identified <u>negative concerns</u> have already been <u>addressed</u></p>		<p>Proceed with implementation of your activity</p>
	<p>2. The EqHIA identified some <u>negative impact</u> which still needs <u>to be addressed</u></p>		<p>COMPLETE SECTION 4: Complete action plan and finalise the EqHIA</p>
	<p>3. The EqHIA identified some <u>major concerns</u> and showed that it is <u>impossible to diminish negative impacts</u> from the activity to an acceptable or even lawful level</p>		<p>Stop and remove the activity or revise the activity thoroughly. Complete an EqHIA on the revised proposal.</p>

4. Action Plan

The real value of completing an EqHIA comes from the identifying the actions that can be taken to eliminate/minimise negative impacts and enhance/optimize positive impacts. In this section you should list the specific actions that set out how you will address any negative equality and health & wellbeing impacts you have identified in this assessment. Please ensure that your action plan is: more than just a list of proposals and good intentions; sets ambitious yet achievable outcomes and timescales; and is clear about resource implications.

Protected characteristic / health & wellbeing impact	Identified Negative or Positive impact	Recommended actions to mitigate Negative impact* or further promote Positive impact	Outcomes and monitoring**	Timescale	Lead officer
<p>Age related disability</p> <p>Customers who may act unacceptably may do so because of a vulnerability or disability due to their age or circumstances.</p>	<p>Negative impact</p>	<p>Consider the circumstances of the customer – e.g., health issues or language/comprehension difficulties etc. which may make it difficult for them to request a service.</p> <p>Focus on managing customer contact, not restricting access to council services.</p> <p>Ensure that equality and diversity issues have been fully considered and reasonable adjustments</p>	<p>Annual monitoring proposed to see who is impacted by the policy.</p>	<p>The present low level of registered incidents suggests an annual review cycle will be adequate.</p>	<p>Simone Russell</p>

		<p>made where appropriate.</p> <p>Allowing a family member or advocate to support them will always be encouraged.</p>			
<p>Disability</p> <p>Customers, who due to mental disability, cognitive impairment, or communication difficulties, could find it challenging to request a service.</p>	<p>Negative impact</p>	<p>Consider the circumstances of the customer – e.g., health issues or language/comprehension difficulties etc. which may make it difficult for them to request a service.</p> <p>There will be extra training for frontline staff in 2025 to provide support for Neurodivergent customers.</p>	<p>Annual monitoring proposed to see who is impacted by the policy.</p>	<p>The present low level of registered incidents suggests an annual review cycle will be adequate.</p>	<p>Simone Russell</p>
<p>Race/Ethnicity</p> <p>Customers, who due to language/comprehension difficulties, could find it challenging to request a service</p>	<p>Negative impact</p>	<p>Consider the circumstances of the customer – e.g., health issues or language/comprehension difficulties etc. which may make it difficult for them to request a service.</p> <p>A new Translation and Interpreting service is due for launch imminently at</p>	<p>Annual monitoring proposed to see who is impacted by the policy.</p>	<p>The present low level of registered incidents suggests an annual review cycle will be adequate.</p>	<p>Simone Russell</p>

		Uttlesford.			
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Add further rows as necessary.

* You should include details of any future consultations and any actions to be undertaken to mitigate negative impacts

** Monitoring: You should state how the impact (positive or negative) will be monitored; what outcome measures will be used; the known (or likely) data source for outcome measurements; how regularly it will be monitored; and who will be monitoring it (if this is different from the lead officer).

5. Review

In this section you should identify how frequently the EqHIA will be reviewed; the date for the next review; and who will be reviewing it.

Review:

The EqHIA should be reviewed at the end of the next policy review. This provisionally is scheduled for 2027.

Scheduled date of review: 2027

Lead Officer conducting the review: Simone Russell

Guidance: Key Contacts

For further advice or information contact Kerry Vinton, Partnerships Manager
kvinton@uttlesford.gov.uk

Appendix 2. Health & Wellbeing Impact Tool

Will the activity/service/policy/procedure affect any of the following characteristics? Please tick/check the boxes below

The following are a range of considerations that might help you to complete the assessment.

Lifestyle YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	Personal circumstances YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	Access to services/facilities/amenities YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>
<input type="checkbox"/> Diet <input type="checkbox"/> Exercise and physical activity <input type="checkbox"/> Smoking <input type="checkbox"/> Exposure to passive smoking <input type="checkbox"/> Alcohol intake <input type="checkbox"/> Dependency on prescription drugs <input type="checkbox"/> Illicit drug and substance use <input type="checkbox"/> Risky Sexual behaviour <input type="checkbox"/> Other health-related behaviours, such as tooth-brushing, bathing, and wound care	<input type="checkbox"/> Structure and cohesion of family unit <input type="checkbox"/> Parenting <input type="checkbox"/> Childhood development <input type="checkbox"/> Life skills <input type="checkbox"/> Personal safety <input type="checkbox"/> Employment status <input type="checkbox"/> Working conditions <input type="checkbox"/> Level of income, including benefits <input type="checkbox"/> Level of disposable income <input type="checkbox"/> Housing tenure <input type="checkbox"/> Housing conditions <input type="checkbox"/> Educational attainment <input type="checkbox"/> Skills levels including literacy and numeracy	<input type="checkbox"/> to Employment opportunities <input type="checkbox"/> to Workplaces <input type="checkbox"/> to Housing <input type="checkbox"/> to Shops (to supply basic needs) <input type="checkbox"/> to Community facilities <input type="checkbox"/> to Public transport <input type="checkbox"/> to Education <input type="checkbox"/> to Training and skills development <input type="checkbox"/> to Healthcare <input type="checkbox"/> to Social services <input type="checkbox"/> to Childcare <input type="checkbox"/> to Respite care <input type="checkbox"/> to Leisure and recreation services and facilities
Social Factors YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	Economic Factors YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	Environmental Factors YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>
<input type="checkbox"/> Social contact <input type="checkbox"/> Social support <input type="checkbox"/> Neighbourliness <input type="checkbox"/> Participation in the community <input type="checkbox"/> Membership of community groups <input type="checkbox"/> Reputation of community/area <input type="checkbox"/> Participation in public affairs <input type="checkbox"/> Level of crime and disorder <input type="checkbox"/> Fear of crime and disorder <input type="checkbox"/> Level of antisocial behaviour <input type="checkbox"/> Fear of antisocial behaviour <input type="checkbox"/> Discrimination <input type="checkbox"/> Fear of discrimination <input type="checkbox"/> Public safety measures <input type="checkbox"/> Road safety measures	<input type="checkbox"/> Creation of wealth <input type="checkbox"/> Distribution of wealth <input type="checkbox"/> Retention of wealth in local area/economy <input type="checkbox"/> Distribution of income <input type="checkbox"/> Business activity <input type="checkbox"/> Job creation <input type="checkbox"/> Availability of employment opportunities <input type="checkbox"/> Quality of employment opportunities <input type="checkbox"/> Availability of education opportunities <input type="checkbox"/> Quality of education opportunities <input type="checkbox"/> Availability of training and skills development opportunities <input type="checkbox"/> Quality of training and skills development opportunities <input type="checkbox"/> Technological development <input type="checkbox"/> Amount of traffic congestion	<input type="checkbox"/> Air quality <input type="checkbox"/> Water quality <input type="checkbox"/> Soil quality/Level of contamination/Odour <input type="checkbox"/> Noise levels <input type="checkbox"/> Vibration <input type="checkbox"/> Hazards <input type="checkbox"/> Land use <input type="checkbox"/> Natural habitats <input type="checkbox"/> Biodiversity <input type="checkbox"/> Landscape, including green and open spaces <input type="checkbox"/> Townscape, including civic areas and public realm <input type="checkbox"/> Use/consumption of natural resources <input type="checkbox"/> Energy use: CO2/other greenhouse gas emissions <input type="checkbox"/> Solid waste management <input type="checkbox"/> Public transport infrastructure

