

# Cambridge City Council Equality Impact Assessment

Completing an Equality Impact Assessment will help you to think about what impact your strategy, policy, plan, project, contract or major change to your service may have on people that live in, work in or visit Cambridge, as well as on City Council staff.



The template is easy to use. You do not need to have specialist equalities knowledge to complete it. It asks you to make judgements based on evidence and experience. There are guidance notes on the intranet to help you. You can also get advice from Suzanne Goff, Strategy Officer on 01223 457174 or email [suzanne.goff@cambridge.gov.uk](mailto:suzanne.goff@cambridge.gov.uk) or from any member of the Joint Equalities Group.

## 1. Title of strategy, policy, plan, project, contract or major change to your service:

Anti-Poverty Strategy

## 2. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?

The City Council has developed a draft Anti-Poverty Strategy. The aim of the strategy is to improve the standard of living and daily lives of those residents in Cambridge who are currently experiencing poverty, but also to alleviate issues that can lead to households on low incomes to experience financial pressures.

The strategy identifies the key issues relating to poverty in Cambridge, based on a review of available empirical evidence and initial consultation with stakeholders. During July and August 2014, 15 face-to-face meetings were held with representatives of local organisations that are working to address different aspects of poverty in the city.

A stakeholder workshop was also held on 5 September 2014, which brought together key stakeholders to consider the key issues in Cambridge, and identify interventions which have been successful, both in Cambridge and in other towns and cities.

A list of organisations engaged as part of the initial consultation for the strategy are listed below:

- Abbey People Neighbourhood Action Group
- Barnwell Baptist Church
- Bedfordshire Pilgrims Housing Association (BPHA)
- Cambridge City Foodbank
- Cambridge Council for Voluntary Service
- Cambridge Credit Union
- Cambridgeshire County Council
- Cambridgeshire Ethnic Community Forum
- Cambridgeshire Police
- CamHealth – GPs from East Barnwell Health Centre and Arbury Road Surgery
- CHS Group
- Citizen Advice Bureau
- Future Business
- Guidance Employment and Training (GET) Group
- Kings Hedges Neighbourhood Partnership
- Rainbow Savers Credit Union
- University of Cambridge
- Winter Comfort

The Council will be carrying out wider public consultation in the autumn, including consultation with other equality groups (e.g. Age UK, Disability Cambridgeshire, Women's Resource Centre, Centre 33, Romsey Mill, Lifecraft, Richmond Fellowship), faith groups (churches etc), Universities (University of Cambridge and Anglia Ruskin University) and businesses (through Cambridge Ahead, Chamber of Commerce, Business in the Community Business Connector)

The Council is aiming to carry out full public consultation on the draft strategy from 27 October 2014 to 16 January 2015. A final draft of the strategy will then be brought to Strategy and Resources Committee on 23 March 2015 for approval by the Executive Councillor. During the public consultation period the Council will consult with a wider range of

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organisations and will actively seek the views of local residents.

The consultation will involve:

- Publishing the draft strategy and a questionnaire survey on the City Council website. The survey will be publicised via the Council's Twitter account, a media release and other corporate communications channels, and sent directly to relevant partner organisations;
- Workshops with voluntary and community organisations, local businesses, Cambridge University and Anglia Ruskin University, and faith groups.
- Engagement with vulnerable residents via local organisations and agencies that they trust.

The initial consultation and evidence base has been taken and developed into 7 objectives for City Council activity to address poverty, and some detailed actions that City Council services will undertake during 2014/15 and 2015/16 to address the key issues.

These are listed below:

- **Maximising incomes and reducing costs** – credit unions, Living Wage, managing impact of welfare reform and changes to Universal Credit
- **Raising aspirations and making the move into work easier** – volunteering/time credits, apprenticeships, community pride and cohesion
- **Children and families** – childcare in community centres, child poverty strategy, free swimming lessons for those in need
- **Health** – cooking skills, mental health pilot in Barnwell, 50% off entry to sports centres for those on Means Tested Benefits, sports development work/exercise referral
- **Older people and disabled people** – sheltered housing, support services, grants and home improvements, Cambridgeshire Celebrates Age
- **Housing costs and conditions** – affordable housing development and planning process, homelessness services incl. Town Hall lettings scheme
- **Partnership** – digital inclusion and transport barriers

The Strategy is in the early stages of development and the Committee Reports set out the broad approach to developing the Strategy. [Links to the Committee Report](#)

This EqIA will be revised again once the Strategy is finalised in early 2015.

**3. Who will be affected by this strategy, policy, plan, project, contract or major change to your service? (Please tick those that apply)**

- Residents
- Visitors
- Staff

A specific client group or groups (please state):

**4. What type of strategy, policy, plan, project, contract or major change to your service is this? (Please tick)**

- New
- Revised
- Existing

**5. Responsible directorate and service**

Directorate: Chief Executive's Department

Service: Corporate Strategy

**6. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service?**

- No
- Yes (please give details):

The Anti-Poverty Strategy will be a corporate strategy, so it is likely that many of the City Council's services will contribute to the delivery of the Strategy, either through delivering particular actions or through refocussing existing services. However, the key services which are currently represented on the Project Board are City Homes, Community Development, Corporate Strategy, Refuse and Environment, Revenues and Benefits and Strategic Housing.

While the Council can have a direct impact on poverty through its own services and specific initiatives, much more can be achieved through working in partnership with other organisations. We will engage with a wide range of partners as part of the development of the Strategy to develop a shared understanding of the issues and identify opportunities for joint-working.

## 7. Potential impact

This is an initial EqIA. The Anti-Poverty Strategy is in a development stage and the Council would like to seek the views of a wide range of people before coming to conclusions on the impact of the strategy.

Over the next few months, as the draft strategy goes through a consultation process and then subsequent refinement, we will work to update and develop the EqIA as a parallel process. A final EqIA will go to Strategy and Resources Committee with the final report.

At the moment, we can list some of the impacts that we think might be relevant but they are not conclusive or exhaustive.

See below:

**(a) Age** (any group of people of a particular age, including younger and older people – in particular, please consider any safeguarding issues for children and vulnerable adults)

As part of the development of the Anti-Poverty Strategy, the Council will review available evidence on the nature of poverty. However, as set out in the report, current evidence suggests that some age groups of people in the City may be more likely to experience poverty. For example:

- In 2013, 17% of children in Cambridge were living in a household that was claiming housing benefit.
- Pensioners make up a third of all households claiming Housing Benefit in Cambridge. Nearly one pensioner household in five (18%) in the City is claiming Housing Benefit, while more than one in three (38%) of single pensioner households (74%) in the City are claiming Housing Benefit.
- Children and young people - 15.3% child poverty in Cambridge, 12.6% in Cambridge. Highest in Abbey (26.7%), King's Hedges (25.8%), East Chesterton (23.9%)

Two of the proposed objectives and associated actions for the Strategy would help address the impact of poverty on children and older people:

- Helping low income families with the cost of raising a child.
- Ensuring that vulnerable older people get the services that they need and reducing the social isolation they can experience.

Actions that are developed to help achieve the objectives of the Strategy, will help address the impact of poverty on young people and older people.

For example:

- The proposed apprenticeship programme is likely to increase the number of apprenticeships available in City Council services, which would have a positive impact on the skills and employability of those young people that benefit from the apprenticeships created.
- If the employment of an officer to promote the living wage within Cambridge results in more businesses and other organisations within the city, including the Universities, paying a Living Wage to their staff, this will have a positive impact on those residents who are

**(a) Age** (any group of people of a particular age, including younger and older people – in particular, please consider any safeguarding issues for children and vulnerable adults)

currently not paid the Living Wage. There may be a disproportionate representation of some of the protected characteristics amongst those who are currently paid less than the Living Wage in the city. For example, recent national research by the Resolution Foundation (Low Pay Britain, 2012) found that people aged 16-20 (76%), 21-30 (27%) and 60+ (23%) are most likely to receive less than the living wage. However, further research would be needed to demonstrate the impact on particular groups within Cambridge, as trends may differ from those observed nationally.

**(b) Disability** (including people with a physical impairment, sensory impairment, learning disability, mental health problem or other condition which has an impact on their daily life)

Further work is needed as part of the development of the strategy to identify the extent to which people with disabilities are likely to experience poverty in the City. The Council will be carrying out wider public consultation in the autumn, including consultation with disability groups (e.g. Disability Cambridgeshire, Lifecraft, and the Richmond Fellowship).

The consultation carried out as part of the review of the council's Community, Arts and Recreation Development Grants has highlighted that disabled people are disproportionately affected by low income. People can face multiple barriers due to the dual impacts of low income and disability. For example, people can experience particular barriers to accessing employment which can result in low income which, in turn, can prevent them from accessing social activities such as sports or arts. This may lead to further social isolation and increased mental health issues.

As the Anti-Poverty Strategy develops, it is likely that actions or projects will be identified which have an impact on people with disabilities. Any such impacts will be highlighted in a revised EqIA to accompany the initial draft strategy.

**(c) Gender**

Further work is needed as part of the development of the strategy to identify whether the incidence or experience of poverty differs according to gender in the City.

If the proposed employment of an officer to promote the living wage within the City results in more businesses and other organisations within the City, including the Universities, paying a Living Wage to their staff, this will have a positive impact on those residents who are currently not paid the Living Wage. Recent national research by the Resolution Foundation (Low Pay Britain, 2012) found that a higher proportion of women (25%) receive less than the living wage than men (15%). However, further research would be needed to demonstrate the impact on particular groups within Cambridge, as trends may differ from those observed nationally.

Available evidence suggests that there is a link between lower income and poor health in Cambridge. For example, between 2010 and 2012 life expectancy was significantly lower in the most deprived areas of Cambridge than the least deprived. There is a slight gender difference in this life expectancy gap, with life expectancy for women 10.0 years lower in the most deprived area of Cambridge than the least deprived, and 9.6 years lower for men<sup>i</sup>.

#### **(d) Pregnancy and maternity**

No differential impact on those who are pregnant or on maternity leave has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently proposed to be funded.

#### **(e) Transgender (including gender re-assignment)**

No differential impact on transgender people has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently proposed to be funded.

#### **(f) Marriage and Civil Partnership**

No differential impact on people due to their marriage or civil partnership status has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently proposed to be funded.

However, the evidence base for the Strategy highlights the particular of poverty on single parents and their dependents:

- § Four out of five lone parent households receive Housing Benefit
- § 41% of lone parents with dependent children not in employment

### **(g) Race or Ethnicity**

Recent national research by the Joseph Rowntree Foundation suggest that poverty is higher among all ethnic minority groups than among white British people in the UK, but there is variation within and between ethnic groups. Ethnicity interacts with gender, class, education, disability and geography to affect poverty<sup>ii</sup>.

Cambridge continues to be one of the most diverse places in the country outside of London, with an increasing proportion of its population made up of ethnic groups that are not white. In 2011, 17.5% (or 21,700 people)<sup>iii</sup> identified themselves as belonging to other ethnic groups, compared to 10.0% in 2001<sup>iv</sup>. The largest of these groups in 2011 were Bangladeshi, Chinese and Indian, representing an aggregated proportion of the population of 7.9% (or 9,716 people).

While ethnic minority residents in Cambridge have a range of income levels, stakeholders consulted as part of the development of the strategy identified some ethnic groups which experience greater barriers to the labour market. For example, Bangladeshi women are more likely to experience a range of barriers, including lack of English language skills, limited access to IT equipment, and cultural barriers associated with engaging with men. The research and consultation carried out as part of the review of the council's Community, Arts and Recreation Development Grants also suggests that people from some ethnic groups in the city are more likely to be on low incomes or find it hard to access work due to language or skills barriers.

However, further work is needed as part of the development of the strategy to identify whether incidence or experience of poverty differs across ethnic group in the City. As part of this work, we intend to use a forthcoming product from the Office for National Statistics (ONS), which will map demographic data from the 2011 Census by Output Area.

No differential impact on particular ethnic groups has been identified through this assessment, either from the proposed objectives for the strategy or the activities currently proposed for funding through the Sharing Prosperity Fund. However, it may be that as the strategy develops, actions or projects are identified which have an impact on particular ethnic groups. Any such impacts will be highlighted in a revised EqIA to accompany the initial draft strategy.

### **(h) Religion or Belief**

No differential impact on people due to their religion or belief has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently proposed to be funded.

### **(i) Sexual Orientation**

No differential impact on people due to their sexual orientation has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently proposed to be funded.



**(j) Other factors that may lead to inequality – in particular – please consider the impact of any changes on low income groups or those experiencing the impacts of poverty (please state):**

The overall aim of the Anti-Poverty Strategy is to improve the standard of living and daily lives of those residents in Cambridge who are currently experiencing the impacts of poverty. The strategy will bring greater focus and coordination to the Council's existing efforts to address poverty, while identifying areas where the Council can have even greater impact.

The action plan sets out 55 initial actions which aim to have a positive impact on people on low incomes. Some of these actions involve new areas of activity, while others involve an active decision to continue funding existing activity which has a positive impact on residents with low incomes. Some of the new initiatives identified in the strategy which could have the following impacts on low income groups include:

- If the Council secures accreditation from the Living Wage Foundation as a Living Wage employer, this will have a positive impact on staff, agency workers and contractors. Insofar as the Living Wage is calculated to provide for a basic cost of living and to enable employees to provide for themselves and their families, it will contribute in a tangible way to ameliorating the financial disadvantage and difficulties of those in the lowest paid jobs.
- If the employment of a Living Wage External Campaign Officer results in more businesses and other organisations within the City, including the Universities, paying a Living Wage to their staff, this will have a positive financial impact on those residents who are currently not paid the Living Wage.
- Providing additional support to credit unions in the city will help residents on low incomes to access banking services and affordable credit and avoid loan sharks.
- The Water and Energy Costs Anti-Poverty Scheme would provide officer capacity to assist residents to review their water usage and assess whether they would achieve savings through having a water meter installed. If additional support and promotion in lower income areas resulted in greater awareness and take-up of water meters, this could potentially have a positive impact on some residents living on low incomes if it led to a reduction in their water bills.
- The increased budget for promotion of energy efficiency and insulation schemes could have a positive impact on those living on low incomes if the proposed targeting of low income areas of the City results in greater take-up in these areas.
- Extra Cambridge promotion of the Cambridgeshire Collective Energy Switching Scheme could have a positive impact on those on low incomes and those suffering from fuel poverty if it leads to greater awareness and take-up of the County-wide collective energy-switching scheme amongst Cambridge residents
- The apprenticeship programme aims to create more apprenticeships than are currently available in City Council services, which would have a positive impact on the skills and employability of those people that benefit from the apprenticeships created. If these people are from low income households, this could have a positive impact on poverty.
- Providing an expanded programme of 'Community Clear Out Days' in the North and South of the City could have a positive impact on those residents living on low incomes and others who may find it difficult to access existing locations. It would increase access to free disposal of bulky waste rather than paying for these services.

## 8. If you have any additional comments please add them here

## 9. Conclusions and Next Steps

- If you have not identified any negative impacts, please sign off this form.
- If you have identified potential negative actions, you must complete the action plan at the end of this document to set out how you propose to mitigate the impact. If you do not feel that the potential negative impact can be mitigated, you must complete question 8 to explain why that is the case.
- If there is insufficient evidence to say whether or not there is likely to be a negative impact, please complete the action plan setting out what additional information you need to gather to complete the assessment.

All completed Equality Impact Assessments must be emailed to Suzanne Goff, Strategy Officer, who will arrange for it to be published on the City Council's website.  
Email [suzanne.goff@cambridge.gov.uk](mailto:suzanne.goff@cambridge.gov.uk)

## 10. Sign off

Name and job title of assessment lead officer: David Kidston, Strategy and Partnerships Manager

Names and job titles of other assessment team members and people consulted:  
Suzanne Goff, Strategy Officer

Date of completion: 3 October 2014

Date of next review of the assessment: March 2015, to coincide with the presentation of the initial draft Strategy to the Council's Strategy and Resources Committee.

## Action Plan

**Equality Impact Assessment title:**

**Date of completion:**

| <b>Equality Group</b>   | <b>Age</b> |
|---|------------|
| Details of possible disadvantage or negative impact               |            |
| Action to be taken to address the disadvantage or negative impact |            |
| Officer responsible for progressing the action                    |            |
| Date action to be completed by                                    |            |

| <b>Equality Group</b>   | <b>Disability</b> |
|---|-------------------|
| Details of possible disadvantage or negative impact               |                   |
| Action to be taken to address the disadvantage or negative impact |                   |
| Officer responsible for progressing the action                    |                   |
| Date action to be completed by                                    |                   |

| <b>Equality Group</b>   | <b>Gender</b> |
|---|---------------|
| Details of possible disadvantage or negative impact               |               |
| Action to be taken to address the disadvantage or negative impact |               |
| Officer responsible for progressing the action                    |               |
| Date action to be completed by                                    |               |

| <b>Equality Group</b>   | <b>Pregnancy and Maternity</b> |
|---|--------------------------------|
| Details of possible disadvantage or negative impact               |                                |
| Action to be taken to address the disadvantage or negative impact |                                |
| Officer responsible for progressing the action                    |                                |
| Date action to be completed by                                    |                                |

| <b>Equality Group</b>   | <b>Transgender</b> |
|---|--------------------|
| Details of possible disadvantage or negative impact               |                    |
| Action to be taken to address the disadvantage or negative impact |                    |
| Officer responsible for progressing the action                    |                    |
| Date action to be completed by                                    |                    |

| <b>Equality Group</b>   | <b>Marriage and Civil Partnership</b> |
|---|---------------------------------------|
| Details of possible disadvantage or negative impact               |                                       |
| Action to be taken to address the disadvantage or negative impact |                                       |
| Officer responsible for progressing the action                    |                                       |
| Date action to be completed by                                    |                                       |

| <b>Equality Group</b>   | <b>Race or Ethnicity</b> |
|---|--------------------------|
| Details of possible disadvantage or negative impact               |                          |
| Action to be taken to address the disadvantage or negative impact |                          |
| Officer responsible for progressing the action                    |                          |
| Date action to be completed by                                    |                          |

| <b>Equality Group</b>   | <b>Religion or Belief</b> |
|---|---------------------------|
| Details of possible disadvantage or negative impact               |                           |
| Action to be taken to address the disadvantage or negative impact |                           |
| Officer responsible for progressing the action                    |                           |
| Date action to be completed by                                    |                           |

| <b>Equality Group</b>   | <b>Sexual Orientation</b> |
|---|---------------------------|
| Details of possible disadvantage or negative impact               |                           |
| Action to be taken to address the disadvantage or negative impact |                           |
| Officer responsible for progressing the action                    |                           |
| Date action to be completed by                                    |                           |

| <b>Other factors that may lead to inequality</b>                  |  |
|---|--|
| Details of possible disadvantage or negative impact               |  |
| Action to be taken to address the disadvantage or negative impact |  |
| Officer responsible for progressing the action                    |  |
| Date action to be completed by                                    |  |

<sup>i</sup> Public Health England, 2014, Cambridge District Health Profile 2014  
<http://www.cambridgeshireinsight.org.uk/health/profilesdata/lahealthprofiles>

<sup>ii</sup> Joseph Rowntree Foundation, 2014, Tackling Poverty Across All Ethnicities in the UK  
<http://www.jrf.org.uk/publications/tackling-poverty-across-all-ethnicities-uk>

<sup>iii</sup> Office for National Statistics (ONS), 2011, Census

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