

Appendix 4

Cambridge City Council Equality Impact Assessment



1. New Housing by the Council

This Equalities Impact Assessment up-dates an assessment last approved by the Council in January 2013.

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

Provision of new Council homes.

The aims of the Council in providing new housing directly itself are as follows;

1. Provide additional social housing to help meet the shortfall in Cambridge and to replace the loss of social housing through the Right to Buy.
2. Replace some of the Council's existing housing that no longer meets current day standards and is becoming less popular with residents.
3. Build new house types that will better meet the overall mix of social housing needed in the future.
4. Improve the energy efficiency of the Council's housing, reducing the cost of utility bills for residents and improving the environmental sustainability of the housing.

The type of new housing will be planned to ensure that it fits with the local community and adds to the range of housing available locally, including any specialist housing.

The programme will consider new build on a range of sites; vacant sites such as small infill plots, garage sites; existing housing where this is considered to be of a poor standard; and on 'section 106' planning sites.

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

The programme addresses the strategic need for affordable housing in the city and as such impacts on:

- Housing applicants registered on Home-Link (the Council's choice-based lettings system) i.e. households who need to find somewhere to live
- Transfer applicants registered on Home-Link whose circumstances have changed and who may need to find somewhere alternative to live (a single person under-occupying a three bedroom family house for example).

Where proposed new development is on sites with existing Council housing it will impact on those who live there:

- Resident leaseholders and tenants of schemes that are proposed for redevelopment
- Non-resident leaseholders of schemes that are proposed for redevelopment
- Sub-tenants of non-resident leaseholders of schemes that are proposed for redevelopment

In considering the equalities impact it is worth noting that both these groups require consideration. Many of those who are on the housing register, particularly those who are given the highest banding for need, will have a level of vulnerability. Although not all vulnerabilities are captured under the Equalities Act, many will be such as disability including mental health, age, pregnancy and maternity, and gender relating to domestic violence. For those residents who are existing tenants or leaseholders, many of them will also have a protected characteristic as it will be the reason they are able to access social housing. This will be considered in more detail under the following sections which look at each of protected characteristics.

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

- New
- Revised
- Existing

The strategic need for the Council to play a role itself in providing housing is articulated in its current housing strategy statement in the section on **INCREASING HOUSING SUPPLY & TACKLING AFFORDABILITY**.

The Council currently has an oversupply of one bedroom properties, making up 27% of its general housing stock, and an undersupply of larger family accommodation. Future projections of housing need show that 80% of demand will be for two or more bedroom properties – see the draft Affordable Housing Supplementary Planning Document (AHSPD).

This draws on population and employment growth statistics captured in the Strategic Housing Market Assessment. The current AHSPD is waiting to be formally up-dated as part of the process to review the Local Plan however, the current revised draft provides the following as a starting point for any new development;

- No more than 20% one bedroom general needs
- At least 40% two bedroom general needs
- 30% three bedroom
- 10% four bedroom

In percentage terms the City Home general housing is made up as follows:

	%
1 bed	27
2 bed	36
3 bed or more	37

It can be seen that in terms of meeting future housing needs as defined in the AHSPD , the City Homes stock has an over-supply of one bedroom dwellings and an under-supply of two bedroom and 3 bedroom dwellings. The AHSPD has therefore been used as the starting point for the consideration of the mix of new Council housing by size in the AHDP.

Generally where existing housing is being replaced small, mainly flats for one person, will be replaced with a range of energy efficient one and two bedroom flats and two and three bedroom family houses.

Redevelopment of existing stock

It should be noted that if the Council did not pursue a new Council house building programme it could result in some of the most vulnerable people in the city being sustained in some of the poorest housing.

It is recognised that where existing stock is proposed for redevelopment there is a need to understand and take into account the profile of existing residents, the impact of the proposed change on them, and to put in place measures to mitigate any adverse consequences of the policy.

The Council offers both practical and individualised support to all tenants and leaseholders who will be rehoused as a result of this policy. The assistance offered is tailored to individual need and circumstances. Housing officers keep records of discussions with each tenant, and this allows senior managers to track progress. Tenants choose to take up offers of support, for example assistance to bid on home-link. Support can also involve working with other agencies with the permission of the residents themselves. In 2011 the Council approved a Home Loss Policy that consolidated the practice employed to that date to compensate and support residents, both tenants and leaseholders, who are required to move from their home for whatever reason.

The Council has undertaken a number of refurbishment schemes in the past that has required tenants to move out of their homes to enable the works to be carried. Officers have developed experience and knowledge in providing support tenants who have been required to move; and compensation payments have been made in line with legislation and best practice.

The Council's approach to involving residents directly affected by any development is captured in its documents "New Housing by the Council – March 2017" and its "Home Loss Policy - March 2017" and is summarised by the following statement;

COMMITMENT TO RESIDENT INVOLVEMENT

The Council is committed to ensuring that there is the least possible disturbance to residents who are required to move from their homes.

For tenants:

- Support will be available for those in who need that support to organise the move.

- Tenants required to move will be consulted on the new scheme as it evolves and will be given priority to return to new housing that meets their needs provided there is sufficient new accommodation of the type required available. The Council's Lettings Policy will be used to determine a match between the household and property type and size
- If a tenant does not wish to move back every effort will be made to re-house them in the area of their choice.
- Statutory 'Home Loss Payments' will be made to tenants as will reasonable 'Disturbance Payments' to the expenses involve in moving.

For leaseholders:

- When a leaseholder's property is to be redeveloped, and if they are not able to afford to buy a suitable alternative home on the open market, the Council will offer advice and assistance to secure shared ownership, equity share or another form of intermediate housing option in the city. Where the property is to be refurbished the leaseholder will be able to return to the property.
- Home Loss Payment and Disturbance Payments are also payable to leaseholders however the legislation is different in respect of Home Loss Payment.

5. Responsible directorate and service

Directorate: Housing

Service: Greater Cambridge Housing Development Agency

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 Council has set up a shared housing development team with South Cambridgeshire District Council and the County Council called the Greater Cambridge Housing Development Agency (H DA).

The H DA will manage the programme and projects to deliver the new homes for the Council.

The H DA will work closely with the Cambridge Investment Partnership to ensure that the overall programme of Council investments generate both the financial and social outcomes expected.

The H DA team will work closely with City Homes and the Estates and Facilities throughout the development process. City Homes will lead on many aspects of Resident Involvement including liaison with the elected Resident Representatives. City Homes will provide support for those tenants who have to move and cannot manage all of the move themselves. The Estates and Facilities team will be involved in the building specification for new housing and how the new homes are built so that they can take over future repair and maintenance.

The H DA will also liaise with the the Housing Advice team to ensure appropriate process on alternative housing options for those required to move. Finance officers are involved in the assessment of the financial viability of schemes and that they fit with the HRA Business Plan.

At a strategic level we liaise with various sections of the County Council as they are organised to support older people, adults with learning disability, and adults with physical disability and sight impairment. Some services including many for people experiencing mental health issues are jointly commissioned and delivered by the County Council and NHS Trusts. The strategy for the provision of 'Extra Care Housing' for older people is an example where a strategy has been developed between the County Council; the NHS and district housing authorities across the County.

The strategic planning of the inter-relationship between housing; care and health services is currently the managed through the Health and Well-being Board; Local Health Partnerships; public health becoming a function of the County Council; and general practitioners leading on the commissioning of local health services.

At an operational level we liaise with social workers, social care and older peoples services, Community Psychiatric Nurses for those open to the Mental Health Services and a whole range of other statutory social care, NHS, and voluntary organisations involved in supporting people to sustain independent lives.

7. Potential Impact

(a) Age (any group of people of a particular age, including younger and older people)

Older People

Although Cambridge has a relatively young population, the number of older people is growing. Between 2013 and 2031, the population aged 65 and over is expected to rise by around 8,600 people (a 57% increase). With an ageing population there are likely to be increasing numbers of people with complex health problems and disabilities, who may have different housing and service needs to other age groups.

Good quality housing is well-recognised as a key factor in promoting health and wellbeing and supporting independent living, and moving towards more integrated services to prevent ill health and reduce dependence on health and social care services is high on the national and local agenda

We also know that people wish to stay in their homes, and people who are getting older now are demanding better quality accommodation and services than previous generations. The increase in the frail-elderly population people means that we should plan accommodation specifically to meet their needs, whilst assuming that the majority of younger-older people (aged 60-65 or 70), will choose to remain in their own homes."

The Council's Housing Strategy Statement 2016-2019 states that the Council will

“.....promote and support delivery of specialist forms of housing, including homes for older people.....”

As a housing authority our intention is to develop a range of housing for older people in Cambridge that at one end of the spectrum provides accessible accommodation with good space standards well-located in terms of local service and amenities through more traditional forms of sheltered housing for older people to Extra Care Schemes for frail elderly people who nevertheless want to stay as independent as possible.

The provision of housing for older people in the city is generally good. The city has is just completing a comprehensive upgrading of all sheltered and extra care housing, as have other social housing providers. Housing for older people is not generally in short supply. Older applicant on the housing needs register can apply both for specialist housing, which excludes other types of applicant, and for general needs housing as not all older people want to live in specialist housing. They therefore have a wider choice than many others.

In April 2016 there were 510 Council rented sheltered units available in Cambridge, the majority of which were one bedroom flats. The Council's sheltered housing modernisation programme is virtually complete and the sheltered dwellings are all now at a good modern day standard.

There are two Extra Care Schemes for Older People in Cambridge one at the newly opened Richard Newcombe Court provided by Cambridge Housing Society on land provided by the Council and one at the Ditchburn Place scheme owned and managed by the Council (City Homes). Another Extra Care Scheme is proposed on the Bell School site – part of the Southern Fringe growth site.

King Street Housing Society and 100 Houses have within their housing stock a general scheme targeted at people aged over 55 years. Other similar groups of apartments have been delivered on the strategic growth sites.

The Council has recently completed schemes in Colville Road and Water Lane that in part replace small one bedroom one person bungalows with modern day one and two bedroom flats for older people that meet current day aspirations in terms of space; accessibility; warmth and energy efficiency.

Housing Register (Older People)

There are 318 applicants on the Housing Register over the age of 55.

The impact of the development on current residents

It is recognised that moving can be traumatic for older people. City Homes which provides housing management and support have led the support to re-house 248 tenants as a consequence of the programme to modernise our sheltered stock and more recently to support older people to move on from the Colville Road and Water Lane schemes, and are therefore very experienced in working sensitively with older people. The package of support provided is described in the Council's Home Loss

Policy, and we would expect a high proportion of older people to take up the individualised support.

Considerations

This above shows that whilst we have a good supply of housing for older people, and most specialist housing has been upgraded, there remains a need to continue to upgrade general needs housing to meet the needs of older people, in order to offer a range of options. Where redevelopment of existing schemes impacts on existing older tenants, it is acknowledged that they may require a higher level of support. Thus we are addressing the issues raised by:

- by ensuring that the brief for new schemes ensure accessibility requirements;
- by considering the mix of stock when drawing up plans,
- by ensuring that alternative accommodation offered is suitable for tenants' needs,
- by consulting tenants regarding their individual circumstances and calling on specialist help, when appropriate, to ensure that the impact of having to move is minimised.

Younger people – positive impact

Cambridge has a relatively young population compared to the rest of Cambridgeshire and many other parts of the country. Around 35% of the population is aged 20-34.

Younger people are finding it increasingly difficult to get on the housing ladder, having to remain longer with parents or in expensive private rented accommodation. For example, England as a whole has seen a significant increase in the proportion of younger households in the private rented sector over the last ten years. In 2004/05, 24% of those aged 25-34 lived in the private rented sector; by 2014-15 this had increased to 46%. (English Housing Survey 2014-15)

Affordability issues are particularly acute in Cambridge, with the price of even the cheapest 25% (the lowest quartile) of homes now standing at over £300k – more than nineteen times lower quartile lower earnings. Private rents are also significantly higher than most other parts of the country, with the average rent for just a one bedroom currently around £770 a month.

In our Housing Strategy consultation in 2015 the most common concerns raised amongst younger people were in relation affordability and condition of the private rented sector, homelessness issues and the need to support vulnerable people.

Rough sleeping tends to be more prevalent amongst younger people; partner records suggest that over the last year, around 30% of referrals to supported housing were aged 16-25.

(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)

Almost one in five people in the UK have a disability, with mobility being the most common impairment. At the same time there is a nationally recognised shortage of housing for people with disabilities. For example: around 2% of the UK population are wheelchair users, yet 84% of homes in England do not allow someone using a wheelchair to get to and through the front door without difficulty. Around 15% of households containing at least one wheelchair user feel that their current home is not suitable for their needs, and needs adaptations.¹

Around 22% of individuals living in social housing in Cambridge have a long-term health problem or disability.²

Disabled people – with a range of disabilities – tend to have lower incomes, and are twice as likely as non-disabled people to be social housing tenants.

Around 16% of the national population has a common mental health disorder, and professionals nationally and locally are reporting an increase in the number of service users with mental health issues. For example: increasing numbers of rough sleepers with mental health problems, many of whom also have alcohol and substance misuse issues; and an increase in numbers of older people with dementia.

The draft Housing Strategy Statement 2016-19 includes provision for:

- Tackling housing affordability, including: prioritising delivery of new council homes; and working with partners to promote delivery of other affordable housing for rent

Considerations

Where redevelopment of existing schemes impacts on existing tenants with physical impairment , or mental health issues it is acknowledged that they may require a higher level of support. Thus we are addressing the issues raised by:

- by ensuring that the brief for new schemes ensure accessibility requirements;
- by considering the mix of stock when drawing up plans,
- by ensuring that alternative accommodation offered is suitable for tenants' needs,
- by consulting tenants regarding their individual circumstances and calling on specialist help, when appropriate, to ensure that the impact of having to move is minimised.

(c) Gender
No specific gender issues have been identified.

¹ Disability in the United Kingdom 2016 – Papworth Trust:
² Census 2011

(d) Pregnancy and maternity

The general need for family sized housing has been covered in the earlier section looking at requirements in the Affordable Housing Supplementary Planning Document (AHSPD)

The demographic and population forecasts show an ongoing need for more two and three bedroom houses and flats to accommodate new and growing families. The AHSPD mentioned in section 4 above reflects the drive to create mixed and balance communities and that there should be a balanced in the new provision of housing but that includes a majority of two and three bedroom houses.

The AHDP reflects this strategic 'direction of travel' proposing to replace a number of mainly flats for single working age adults with a range of one and two bedroom flats and two and three bedroom family houses.

(e) Transgender (including gender re-assignment)

We have not identified any equalities issues specific to this protected characteristic in relation to the social housing development programme, but feeling safe in the home environment may be a consideration when undergoing gender reassignment.

(f) Marriage and Civil Partnership

We have not identified any equalities issues specific to this protected characteristic in relation to the social housing development programme

(g) Race or ethnicity

We have not identified any equalities issues specific to this protected characteristic in relation to social housing development programme.

(h) Religion or belief

We have not identified any equalities issues specific to this protected characteristic in relation to social housing development programme.

(i) Sexual orientation

We have not identified any equalities issues specific to this protected characteristic in relation to social housing development programme.

(j) Other factor that may lead to inequality (please state):

None, but it is worth noting that those who seek to access housing will, by and large, be those on lower incomes.

7. If you have any additional comments please add them here

None

Conclusions.

The Council's new social housing development programme seeks to develop new housing that is better aligned to need. In particular it addresses the need for more family housing; and for accommodation that is accessible in physical terms.

Redevelopment will, over time, take place on a range of different sites. In the programme. It is recognised that many of those who live in these properties will have protected characteristics. An EQIA will be brought forward for each new scheme prior to a final decision, showing the potential impact on those with protected characteristics. An intensive support package is in place for all residents affected but particularly in recognition that those who are vulnerable will need additional support. The specific wants and needs of each individual resident will be taken into account in exploring options for rehousing.

Positive Impacts

- The new housing planned will better reflect need and demand
- The new housing planned will improve the balance of housing in the local community
- The mix of new housing planned will increase the provision of much needed family housing
- The programme will increase the provision of fully wheelchair accessible housing
- The new housing planned will improve the quality of housing for older people

- The new housing planned will be to better space standards than the housing proposed for redevelopment
- The new housing planned will be to improved energy efficiency standards helping to keep utility bills low for the residents
- All residents required to move will be re-housed in better standard accommodation

Negative Impacts

- A number of residents who are rehoused as a consequence of any redevelopment scheme will be vulnerable, and support is provided in recognition of this.
- If residents who are required to move have very particularly requirements it may be challenging to meet their requirements. The experience of the modernisation of our sheltered housing is that the vast majority of residents move to accommodation of their choice.
- For some the disturbance and uncertainty caused by the implementation of the programme will be unsettling.
- Some residents may choose not to reveal all of their support needs to officers and therefore appropriate support cannot be made available.

<p>8. Sign off</p> <p>Name and job title of assessment lead officer:</p> <p>Alan Carter Managing Director Greater Cambridge Housing Development Agency</p> <p>Date of completion:</p>
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Action Plan

Equality Group	Age - Older People
Details of possible disadvantage or negative impact	<ul style="list-style-type: none"> • A number of older residents will need to move from their homes. • If older residents have very specific requirements of alternative housing it may be challenging to offer everyone new homes in the area of their choice. • For some older people the disturbance and uncertainty caused by the implementation of the programme will be unsettling • Some residents may choose not to reveal all of their support needs to officers and therefore appropriate support cannot be made available
Action to be taken to address the disadvantage or negative impact	<ul style="list-style-type: none"> • All residents are provided with a named housing officer to contact after the decision has been made to consider redeveloping a scheme. • Where possible all residents will be hand delivered the letter informing them of the decision and are offered the immediate opportunity to talk through the proposal and how they will be supported to secure alternative housing. • A scheme based meeting will be set up at least a month before a final decision to redevelop, to discuss proposals with residents. • All residents will be offered as little or as much support as they feel they need to secure alternative housing and then to move. • At the request of the resident, any formal or informal carers will be contacted and be liaised with to ensure the resident receives the appropriate support.
Officer responsible for progressing the action	City Home housing officers lead in supporting residents.
Date action to be completed by	Not applicable

Equality Group	Disability – People with Mental Health or Other Support Needs
Details of possible disadvantage or negative impact	<ul style="list-style-type: none"> • A number of vulnerable single people will need to move from their homes. • If any have very specific requirements of alternative housing it may be challenging to offer everyone new homes in the area of their choice • Some may find the disturbance and uncertainty caused by the implementation of the programme will be unsettling

	<ul style="list-style-type: none"> Some residents may choose not to reveal all of their support needs to officers and therefore appropriate support cannot be made available
Action to be taken to address the disadvantage or negative impact	<ul style="list-style-type: none"> All residents are provided with a named housing officer to contact immediately after the decision has been made to redevelop a scheme. Where possible all residents are hand delivered the letter informing them of the decision and are offered the immediate opportunity to talk through the proposal and how they will be supported to secure alternative housing. A scheme based meeting will be set up at least a month before a final decision to redevelop, to discuss proposals with residents. All residents will be offered as little or as much support as they feel they need to secure alternative housing and then to move. At the request of the resident, any formal or informal carers will be contacted and be liaised with to ensure the resident receives the appropriate support.
Officer responsible for progressing the action	City Home housing officers lead in supporting residents.
Date action to be completed by	Not applicable

Equality Group	Gender
Details of possible disadvantage or negative impact	No actions identified
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Pregnancy and maternity
Details of possible disadvantage or negative impact	The programme seeks to address the strategic need for more family housing in the city.
Action to be taken to address the disadvantage or negative impact	The profile of new build social housing is in line with predicted need.
Officer responsible for progressing the action	Alan Carter

Date action to be completed by	Not applicable
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Equality Group	Transgender
Details of possible disadvantage or negative impact	None identified
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Marriage and Civil Partnership
Details of possible disadvantage or negative impact	None identified
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Race or ethnicity
Details of possible disadvantage or negative impact	None identified but we may need to provide additional translation and interpretation support.
Action to be taken to address the disadvantage or negative impact	Provide translation and interpretation support as needed.
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Religion or belief
Details of possible disadvantage or negative impact	None identified
Action to be taken to address the disadvantage or	

negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Sexual orientation
Details of possible disadvantage or negative impact	None identified
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Other factors that may lead to inequality	
Details of possible disadvantage or negative impact	Generally lack of access to affordable housing for those on the home-link register, which currently stands at around 2,200 affects those who are priced out of the housing market in Cambridge because they cannot afford to rent or buy in the private sector.
Action to be taken to address the disadvantage or negative impact	The programme is aiming to bring our own housing stock in line with housing need in the city, including for those with protected characteristics.
Officer responsible for progressing the action	Alan Carter
Date action to be completed by	Not applicable.