



## Cambridge City Council Equality Impact Assessment (EqIA)

This tool helps the Council ensure that we fulfil legal obligations of the [Public Sector Equality Duty](#) to have due regard to the need to –

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Guidance on how to complete this tool can be found on the Cambridge City Council intranet. For specific questions on the tool email Helen Crowther, Equality and Anti-Poverty Officer at [equalities@cambridge.gov.uk](mailto:equalities@cambridge.gov.uk) or phone 01223 457046. Once you have drafted the EqIA please send this to [equalities@cambridge.gov.uk](mailto:equalities@cambridge.gov.uk) for checking. For advice on consulting on equality impacts, please contact Graham Saint, Strategy Officer, ([graham.saint@cambridge.gov.uk](mailto:graham.saint@cambridge.gov.uk) or 01223 457044).

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

Proposed Introduction of hire charge for ShopMobility equipment (was agreed at Environment and Communities Scrutiny Committee on 16<sup>th</sup> January 2018).

A decision was made outside of the Committee cycle in August and reported back on at the Planning and Transport Scrutiny Committee on 2nd October 2018.

AND

EqIA updated August 2018 for: Review of ShopMobility Hire Charges and Annual Membership

**2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)**

Details on introduction of hire charges found within papers for the Environment Scrutiny Committee on 16th January:

<https://democracy.cambridge.gov.uk/ieListDocuments.aspx?CId=177&MIId=3282&Ver=4>

A decision was made outside of the Committee cycle in August and reported back on at the Planning and Transport Scrutiny Committee on 2nd October 2018. Papers will be published here:

<https://democracy.cambridge.gov.uk/ieListDocuments.aspx?CId=475&MIId=3558&Ver=4>

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

At the January Environment Scrutiny Committee it was agreed that there would be an introduction of an annual membership fee and hire charge for equipment. This was to cover the shortfall in funding to ShopMobility following the withdrawal of subsidence from Cambridgeshire County Council (£49,000). The charges enable the council to continue to provide the full ShopMobility service to customers.

In summer 2018, we reviewed the usage of ShopMobility to understand the effect of the Hire Charges and Annual Membership

A decision was made outside of the Committee cycle in August and reported back on at the Planning and Transport Scrutiny Committee on 2<sup>nd</sup> October 2018. The decision is to reduce the current charges by 50% in order to have an immediate increase of the usage of the ShopMobility service.

**4. Responsible Service**

Commercial Services

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

- Residents of Cambridge City
- Visitors to Cambridge City
- Staff

Please state any specific client group or groups (e.g. City Council tenants, tourists, people who work in the city but do not live here):

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

- New
- Major change
- Minor change

**7. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service? (Please tick)**

- No
- Yes (Please provide details):

**8. Has the report on your strategy, policy, plan, project, contract or major change to your service gone to Committee? If so, which one?**

The Introduction of hire charge for ShopMobility equipment was agreed at Environment and Communities Scrutiny Committee on 16th January 2018

There was a decision made outside of the Committee cycle in August regarding the review of charges, which is reported to the Planning and Transport Scrutiny Committee on 2<sup>nd</sup> October 2018.

**9. What research methods/ evidence have you used in order to identify equality impacts of your strategy, policy, plan, project, contract or major change to your service?**

With regards to the introduction of charges agreed in January 2018:

The National Federation for Shop-Mobility (NFSM) has been consulted and has shown support to this approach as a way of sustaining services. Their view is that residents would rather pay for the service than lose it. The majority of ShopMobility users are in receipt of Disability Living Allowance or Personal Independence Payment, which are non-means tested benefits to help with some of the extra costs caused by long term ill-health or disability.

Research into ShopMobility service charges across the UK was carried out. This was used, along with calculations based upon usage figures and running costs to work out how much would need to be charged to cover the shortfall in funding to ensure that the service can continue to run.

Information on Attendance Allowance, Disability Living Allowance, Disability Living Allowance for children and Personal Independence Payment was also from [www.gov.uk](http://www.gov.uk) website

<http://www.papworthtrust.org.uk/sites/default/files/Disability%20Facts%20and%20Figures%202016.pdf>

Research around proposals to reduce the charges is based on statistics of usage of the service:

The ShopMobility service has been accessed 556 times over the period 8th May to 1st August 2018, the period of the new charges.

The same two months in 2017 8th May to 1st August 2017 the service was used 1622 times. That is a 1066 or 65% reduction in use of the service compared with the same period last year.

Prior to the introduction of charging the forecasted reduction in usage was 20%.

The service has under achieved to the end of July by £8,350

Actual £6,690 vs Budget YTD £15,040 = £8,350

## **10. Potential impacts**

For each category below, please explain if the strategy, policy, plan, project, contract or major change to your service could have a positive/ negative impact or no impact. Where an impact has been identified, please explain what it is. Consider impacts on service users, visitors and staff members separately.

### **(a) Age**

**Note that this refers to any group of people of a particular age (e.g. 32 year-olds) , or within a particular age range (e.g. 16-24 year-olds) – in particular, please consider any safeguarding issues**

**for children and vulnerable adults**

#### **Positive Impact:**

The charges were introduced so that elderly and vulnerable adults would still be able to use the full range of ShopMobility services (the services would be open for same number of hours and staffed at same levels as before the charges were implemented), despite the cessation of subsidy from the county council.

Reducing the charges by 50% would mitigate negative impacts identified related to age below.

### **(a) Age**

**Note that this refers to any group of people of a particular age (e.g. 32 year-olds) , or within a particular age range (e.g. 16-24 year-olds) – in particular, please consider any safeguarding issues for children and vulnerable adults**

#### **Negative Impacts:**

Negative impacts identified on introduction of charges (agreed to in January 2018) still apply but would be lessened by reducing costs by 50%.

Elderly and vulnerable adults with limited financial income may not be able to use the service as frequently due to the introduction of charges. Older people can claim Attendance Allowance to help with personal care if they are physically or mentally disabled and aged 65 or over. However, this is not intended to cover mobility needs so the charges are more likely to have a negative impact on them than other age groups. Additionally, the prevalence of disability rises with age: in 2012/13, 7% of children were disabled (0.9 million), compared to 16% of adults of working age (6.1 million), and 43% of adults over state pension age (5.1 million).

People aged 16 to 64 with long-term illnesses and disabilities will arguably be affected less as they can claim Personal Independence Payment (PIP) or may be on Disability Living Allowance (DLA). (PIP is replacing DLA but some people will not yet have migrated onto PIP.) PIP (and DLA) is a non-means tested benefit to help disabled people with the extra costs of a living with long-term health condition or disability, and is for people aged 16 to 64. Both benefits are designed to support individual's independence for both care and mobility. In the case of scooter hire and shopping escorts this could be for payment of services.

Parents or carers of children aged under 16, can be in receipt of Disability Living Allowance (DLA) for children in order to help with the extra costs of looking after a child who is under 16 and who has difficulties walking or needs care than a child of the same age who doesn't have a disability.

### **(b) Disability**

**Note that a person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.**

#### **Positive Impact:**

Disabled people will still be able to use the full range of ShopMobility services, despite the cessation of subsidy from the county council. Reducing the charges by 50% would mitigate negative impacts

**(b) Disability**

**Note that a person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.**

identified related to disability below. The reduction needs to be paid for within the current Parking Services annual budget. The budget should be able to meet the costs for this year related to predicted usage levels. As part of the annual budget setting cycle ShopMobility income will be reviewed against target.

**Negative Impacts:**

Negative impacts identified on introduction of charges (agreed to in January 2018) still apply but would be lessened by reducing costs by 50%.

Disabled people with limited financial income may not be able to use the service as frequently due to the introduction of charges. However, many of the Shop-mobility users are likely to be in receipt of either Disability Living Allowance (DLA) or Personal Independence Payments (PIP) – see information above in 'age' category.

**(c) Gender reassignment**

No potential impact has been identified specific to this equality group.

**(d) Marriage and civil partnership**

No potential impact has been identified specific to this equality group.

**(e) Pregnancy and maternity**

No potential impact has been identified specific to this equality group.

#### **(f) Race**

**Note that the protected characteristic 'race' refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.**

The prevalence and profile of disability varies by ethnicity, which makes it difficult to judge the impact charges will have on this group. For instance, people from white ethnic groups are almost twice as likely as those from non-white ethnic groups to have a limiting long-standing illness or disability (20% compared with 11%). Nevertheless, impacts disability or long-term illness has on one's ability to participate in social life (including leisure activities like shopping) are different for different ethnic backgrounds: Adults with an impairment from black or black British ethnic backgrounds report the highest number of life areas (for example, leisure) in which participation is restricted, while adults from white ethnic backgrounds report the lowest.

Additional impacts information added in relation to review of charges: Since introducing the charges there has been a significant drop in overall usage. If the charges were to be reduced by 50%, the negative impacts would be lessened. We would anticipate that there would be an increase again in people using the service.

#### **(g) Religion or belief**

No potential impact has been identified specific to this equality group.

#### **(h) Sex**

There are more disabled women than men in the UK. In 2012/13, there were 6.4 million disabled women (21%) and 5.5 million disabled men (18%). This has remained broadly stable over time. Therefore, women may be impacted by the changes more than men. People will be charged for the service so may use it less (that will have an especially detrimental impact on people on low incomes). However, the council could not afford to run the service if we did not charge for it and with charges the service would run at the same capacity, with same number of staff and opening hours, as is currently the case.

Additional impacts information added in relation to review of charges: Since introducing the charges there has been a significant drop in overall usage. If the charges were to be reduced by 50%, the negative impacts would be lessened. We would anticipate that there would be an increase again in people using the service.

**(i) Sexual orientation**

No potential impact has been identified specific to this equality group.

**(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**

Impacts identified related to introducing the charges (that was approved in January 2018):

People with limited financial income may not be able to use the service as frequently due to the introduction of charges. However, many of the Shop-mobility users are likely to be in receipt of either Disability Living Allowance (DLA) or Personal Independence Payments (PIP). People aged 16 to 64 with long-term illnesses and disabilities will arguably be affected less as they can claim Personal Independence Payment (PIP) or may be on Disability Living Allowance (DLA). (PIP is replacing DLA but some people will not yet have migrated onto PIP.) PIP (and DLA) is a non-means tested benefit to help disabled people with the extra costs of a living with long-term health condition or disability, and is for people aged 16 to 64. Both benefits are designed to support individual's independence for both care and mobility. In the case of scooter hire and shopping escorts this could be for payment of services.

**(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**

Parents or carers of children aged under 16, can be in receipt of Disability Living Allowance (DLA) for children in order to help with the extra costs of looking after a child who is under 16 and who has difficulties walking or needs more looking after than a child of the same age who doesn't have a disability.

Impacts identified that have led to a review of charges:

The reduction by 65% reduction in usage since charges were introduced in May 2018 has led to the decision to reduce charges by 50%. Reducing the charges by this amount will help mitigate negative impacts related to unaffordability for people with low incomes.

**11. Action plan – New equality impacts will be identified in different stages throughout the planning and implementation stages of changes to your strategy, policy, plan, project, contract or major change to your service. How will you monitor these going forward? Also, how will you ensure that any potential negative impacts of the changes will be mitigated? (Please include dates where possible for when you will update this EqlA accordingly.)**

Action plan related to introduction of hire charges (approved as of January 2018):

An introduction of charges will enable the city council to continue to offer the full range of ShopMobility services. These charges were calculated after research into ShopMobility service charges across the UK, along with the funds required to cover the shortfall based upon current usage figures.

The service would need to continue to be subsidised by the City Council's general fund to cover the contribution from Cambridgeshire County Council should charging for services not be introduced.

The National Federation for Shop-Mobility (NFSM) support this approach as a way of sustaining services, their view is that residents would rather pay for the service than lose it.

**11. Action plan – New equality impacts will be identified in different stages throughout the planning and implementation stages of changes to your strategy, policy, plan, project, contract or major change to your service. How will you monitor these going forward? Also, how will you ensure that any potential negative impacts of the changes will be mitigated? (Please include dates where possible for when you will update this EqlA accordingly.)**

The full range of ShopMobility services that Cambridge City Council offers includes escorted shopping trips, Dial-a-Ride bus stop pickups and use of mobility scooters and wheelchairs. There are also two sites within the city centre which customers can choose from. It is rare for ShopMobility suppliers to provide such a range of services, especially across two sites due to the running costs. This directly affects the cost of running the service and therefore the charges that must be applied in order to cover the cost, so that the Council can continue to support disabled shoppers to the degree that it does, across the whole of the city centre. Due to the introduction of charges, there is a projected reduction in usage, which means that the proposed charges would need to cover this.

Regular users of the service can pay for membership, which will enable them to benefit from discounted hire charges.

Shopmobility service usage will be monitored going forward, to see how the charges affect the numbers of those using the service. We will also continue to monitor feedback from customers to ensure that we are providing the best service we can.

Action plan related to proposal for review charges:

As part of the annual budget setting cycle ShopMobility income will be reviewed against target.

There is an expectation that the revised charges will not match in full the funding gap resulting from the county funding cut, and the detailed budget will be reviewed after a period of the revised charges following the 50% reduction.

**12. Do you have any additional comments?**

### 13. Sign off

Name and job title of lead officer for this equality impact assessment: James Elms, Head of Commercial Services

Names and job titles of other assessment team members and people consulted:

- James Elms, Head of Commercial Services
- David Kidston, Strategy and Partnerships Manager
- Helen Crowther, Equality and Anti-poverty Officer

Date of EqIA sign off: 09/08/18

Date of next review of the equalities impact assessment:

All EqIAs need to be sent to Helen Crowther, Equality and Anti-Poverty Officer. Has this been sent to Helen Crowther?

Yes

No

Date to be published on Cambridge City Council website: