

# Equality Impact Assessment (EqIA) for London Plan Guidance

## 1 Overview

**London Plan Guidance name: Purpose Built Student Accommodation LPG**

**Stage: Consultation**

**Date of EqIA assessment: Last updated August 2023**

Please provide a brief outline of the guidance:

The Purpose-built Student Housing (PBSA) LPG sets out to smooth, and therefore increase the delivery of PBSA including accompanying affordable student accommodation (ASA). It does so by clarifying policy expectations around mixed and inclusive neighbourhoods relating to location, mix of uses, housing mix and distribution (ASA and accessible bedrooms) and design and management, plus the practicalities of securing nominations agreements. It addresses current areas of inconsistency in interpretation, and causes of delays in the planning process, encouraging positive planning for need. It also seeks to address the balance with other planning considerations that relate to other types of housing need, recognising that over-concentration and dominance of PBSA can nonetheless be problematic if unmanaged.

Who is the guidance aimed at?

The primary audience is Planning Authorities and others involved in bringing forward proposals for PBSA, to help them best provide for student housing need as part of a wider approach to housing and regeneration. This may include developers, providers, funders and London-based Higher Education Providers (HEPs) with student housing needs.

What are the key issues to be aware of?

No specific issues are identified with this guidance.

Which of the Public Sector Equality Duty (PSED) aims<sup>1</sup>, considered in turn, are relevant to the guidance and the impacts identified?

1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by or under the Equality Act 2010 (the Act).

No

2. Advance equality of opportunity between people who share a protected characteristic and those who do not.

Yes

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<sup>1</sup> Please see Appendix C for legal context / background information.

3. Foster good relations between people who share a protected characteristic and those who do not.

No

## 2 Assessment

List aspects of the guidance that might impact those with protected characteristics or other identified group(s)<sup>2</sup>

*Table 1: Summary Assessment of Guidance*

Guidance key aspects, chapter headings, theme etc	Group(s) that could be impacted
Improved certainty/ consistency particularly relating to nominations agreements: will help increase delivery of PBSA and ASA, in turn alleviating pressures on the wider private rental sector which benefits all groups, and particularly those that are more dependent on it.	Positive: All groups, especially younger people and students from groups disproportionately affected by low incomes, including BAME, single parent or disabled parent households, and those that are significantly reliant on the private rental sector (including certain ethnic groups, lone parent households, households affected by limiting health and disability, and families with dependent children).
Fostering mixed and inclusive neighbourhoods through avoiding over-concentration of PBSA and spreading the benefits	Positive: All groups, helping to ensure different housing needs are balanced across an area rather than overly dominated by a particular type, and that neighbourhoods are overall more able to meet a range of needs.
Fostering mixed and inclusive neighbourhoods through the proposed mix of uses and other design integration	Positive: All groups who should be able to better meet their housing, employment and social infrastructure needs. Those groups particularly experiencing more fear and discomfort relating to violence and harassment in public spaces due to their protected characteristics.

<sup>2</sup> Including those that share one of the nine protected characteristics in the Equality Act 2010 (please see Appendix C for definitions), and other groups that are likely to be affected by equalities issues, such as people on low incomes, carers, refugees and asylum seekers, looked after children, care leavers, UK Armed Forces Veterans, homeless people and rough-sleepers and ex-offenders / people with experience of the criminal justice system.

<p>Fostering mixed and inclusive neighbourhoods through housing mix</p>	<p>Positive - Ensures the needs of students with needs arising from their disability and/or those from low income backgrounds (including relating to their protected characteristics such as race, single parent families) that are more reliant on affordable student accommodation can exercise housing choice and live independently of their families, experiencing wider student life.</p> <p>Provides further guidance on balancing different needs considerations which should benefit groups adversely affected by imbalances in an area or delivery pipeline.</p>
<p>Fostering mixed and inclusive neighbourhoods through housing and place-making for inclusive well-being</p>	<p>Positive - Disabled people and religious groups requiring prayer/worship space – highlights design considerations that recognise the way that different students use their accommodation space varies, and different needs that should be met, avoiding conflict. Addressing well-being in this way should also particularly help students with or vulnerable to, mental health conditions.</p>
<p>Nominations agreements – proxy arrangements</p>	<p>Positive - Disabled people – may improve housing choice for students needing accessible student rooms if allocation is pooled via this mechanism.</p>

It should be noted that the general policy requirement and principles are already required through the London Plan. This London Plan Guidance is providing further detail on how the policies should be implemented, and therefore further amplifying the effects.

## 2.1 Equality impacts, mitigating actions and justification

This section sets out the positive and negative impacts of the implementation of this guidance for specified groups (including those that share a protected characteristic).

Evidence (including engagement)<sup>3</sup> is cited, where possible, for impacts. For negative impacts, mitigating actions to minimise or eliminate negative impacts are identified, along with any action plan. If negative impacts cannot be mitigated, an [objective justification](#) is provided. For positive impacts, considerations is given to how these could be maximised.

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<sup>3</sup> See Appendix A and B

The impacts are scored as follows:

- Strong positive
- Positive
- Neutral
- Negative
- Strong negative
- Mixed (both positive and negative impacts identified) or uncertain

Further explanation of the PSED aims and definitions of protected characteristics can be found in Appendix C.

## **Age (consider particularly children, under-21s and over-65s)**

### **Potential positive impacts and scores**

The guidance should result in an increase in PBSA and ASA which should primarily benefit younger people, given the 18-21 group predominate in higher education student populations. This should improve their housing choice, as well as well-being from managed brand quality, and given predictable energy etc. bills. In some cases this may also alleviate household over-crowding for their families back home, improving the experience of remaining children. (Strong positive)

The indirect impact on the private rental sector, alleviating competition and upward pressures on rents may also benefit the housing choice and wider quality of life of some young people. (Positive)

Affordable student accommodation will likely have a positive for young people who face being disadvantaged by high student housing costs which can form a significant barrier to accessing higher education. This may be particularly relevant for those from backgrounds affected by other inequalities arising from protected characteristics resulting in low incomes (see below). (Positive)

Children - particularly from lone parent households who are significantly present in the private rental sector and more likely to be residing in temporary housing having been made homeless - will also benefit from the alleviation of private sector rent pressures. This benefit may also arise from addressing imbalances in housing mix and delivery which may have reduced choice for families in some areas, contributing to neighbourhoods that are more mixed and inclusive addressing social exclusion and poverty. (Positive)

Older people may also benefit from the guidance advising of housing mix considerations that can help address imbalances at a neighbourhood level and/or in delivery that may otherwise have reduced their housing choice in some areas, particularly in relation to affordable housing.

Guidance encouraging the design and curation of successful mixed-use, mixed-tenure inclusive neighbourhoods should also help address the housing, employment and social infrastructure needs of all Londoners including older people and in turn help to promote a culture of equality, and reduce poverty and social exclusion experienced by these older people. (Positive)

More broadly, the guidance on integrating PBSA with the neighbourhood should help foster good relations between students and other residents. (Positive)

### **Potential neutral impacts and scores**

Older people are less likely to benefit from PBSA or alleviation in private rental pressures, though they are an increasing proportion of private renters so this may change over time. (Neutral)

### **Potential negative impacts, mitigations or objective justification and scores**

None identified

### **Relevant PSED aim(s)<sup>4</sup>**

- 2 (a)
- 2 (b)
- 2 (c)
- 3

## **Disability (consider different types of physical, learning or mental disabilities)**

### **Potential positive impacts and scores**

The application of the housing mix and inclusive (building scale) design guidance should increase and improve provision for disabled students, including those with affordability needs. This should widen their housing choice, improve their ability to live away from home and choose a university/course best suited to their needs and career plans, and improve their ability to socialise with other students and other benefits of living in and visiting PBSA. Improved housing choice may also be a benefit of the pooling of specialist adapted rooms as could be enabled by the proxy arrangements highlighted for consideration. (Strong positive)

Design for inclusive well-being guidance should improve the health and well-being of all students, and may particularly benefit those with mental health conditions. Better availability of PBSA may also enable students with particular mental health needs to better access support compared to living in the private rental sector, which can affect continuation, progression and achievement in higher education (Positive)

The indirect impacts on the private rental sector, alleviating competition and upward pressures on rents may also benefit the housing choice and wider quality of life of disabled people – given households affected by health and disability deprivation are significantly present in the private rental sector. (Positive)

Disabled people may also benefit from the guidance advising of housing mix considerations that can help address imbalances at a neighbourhood level and/or in delivery that may otherwise have reduced their housing choice in some areas. They may also benefit from the guidance regarding quality design that should help PBSA proposals contribute positively to wider neighbourhood inclusivity and activity in terms of access and

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<sup>4</sup> See Appendix C for the PSED aims

ability to meet different life needs. This should help to reduce social inclusion and foster good relations between different groups in the community. (Positive)

### **Potential negative impacts, mitigations or objective justification and scores**

No impacts identified.

### **Relevant PSED aim(s)**

- 2(a)
- 2 (b)
- 2 (c )
- 3

## **Gender reassignment**

### **Potential positive impacts and scores**

Those undergoing gender reassignment may experience harassment in public spaces. Trans people in particular are more likely to experience threats of physical or sexual harassment or violence. The guidance encourages activation and surveillance of through routes and other public spaces and collaborative efforts to address community safety and well-being. This should help address vulnerability and help people feel more safe and secure in public spaces. (Positive)

Being able to access PBSA may also better enable students undergoing gender reassignment to access support relevant to their needs (e.g. relating to their mental health, social networks) compared with living in the private rental sector, which may affect their higher education continuation and achievement. (Positive)

### **Potential negative impacts, mitigations or objective justification and scores**

No impacts identified.

### **Relevant PSED aim(s)**

1

## **Marriage and civil partnership**

### **Potential positive impacts and scores**

No impacts identified.

### **Potential negative impacts, mitigations or objective justification and scores**

No impacts identified.

### **Relevant PSED aim(s)**

NA

## **Pregnancy and maternity**

### **Potential positive impacts and scores**

No impacts identified.

## Potential negative impacts, mitigations or objective justification and scores

No impacts identified.

## Relevant PSED aim(s)

NA

## Race

### Potential positive impacts and scores

Greater delivery of affordable student accommodation could particularly benefit students from Black, Asian and Minority Ethnic (BAME) backgrounds. This reflects that BAME households disproportionately live in poverty and overcrowded conditions, so such students could, through better access to ASA, improve their quality of accommodation with health and other well-being benefits. This could also help address barriers to such students accessing higher education, and open up the opportunities brought about by this and living away from home. (Positive)

Increased supply of managed, quality PBSA will particularly benefit international students from diverse racial backgrounds, notably those from India and parts of Africa (such as Nigeria) as well as China. These are groups that may experience discrimination and exploitation in the private sector housing market given their unfamiliarity with the British legal system and language barriers, so it will likely improve their housing choice and quality, and overall experience, with health and well-being benefits. (Strong positive)

Increased PBSA and its impact on alleviating pressures on the private sector that affect rents (pushing them upwards) and competition for housing is likely to particularly benefit ethnic groups that disproportionately rely on this tenure to meet their housing needs. In London this is non-British White and Chinese. BAME groups are disproportionately affected by homelessness which will in part due to unaffordable rent increases, and these groups may also benefit through this mechanism. (Positive)

People from BAME backgrounds may benefit from the guidance advising of housing mix considerations that can help address imbalances at a neighbourhood level and/or in delivery that may otherwise have reduced their housing choice in some areas. This may be particularly relevant in respect of C3 affordable housing which some BAME groups are more in need of given ongoing labour market inequalities and other impacts of discrimination. (Positive)

Guidance helping to foster the design and curation of successful mixed-use inclusive neighbourhoods will help address the employment and social infrastructure needs of all Londoners and in turn help to promote a culture of equality, and reduce poverty and social exclusion that disproportionately affects some ethnic groups, helping to foster good relations within the neighbourhood (Positive).

People from BAME backgrounds may experience harassment in public spaces. The guidance encourages activation and surveillance of through routes and other public spaces and collaborative efforts to address community safety and well-being. This should help address vulnerability and help people feel more safe and secure in public spaces. (Positive)

## Potential negative impacts, mitigations or objective justification and scores

No impacts identified.

### Relevant PSED aim(s)

- 1
- 2 (a)
- 2 (b)
- 2 (c)
- 3

## Religion or belief

### Potential positive impacts and scores

To the extent that households holding particular religious beliefs belong disproportionately to BAME groups, they are likely to experience similar impacts to those identified for BAME backgrounds. (Positive)

Inclusive design guidance within the document encourages consideration of students' worship needs which should also benefit those for whom such religious practice in or close to their place of residence is important. (Positive)

## Potential negative impacts, mitigations or objective justification and scores

No impacts identified.

### Relevant PSED aim(s)

- 1
- 2 (a)
- 2 (b)
- 2 (c)
- 3

## Sex

### Potential positive impacts and scores

Women may experience harassment and other threats in public spaces. The guidance encourages activation and surveillance of through routes and other public spaces and collaborative efforts to address community safety and well-being. This should help address vulnerability and help women feel more safe and secure in public spaces. (Positive)

Women may also benefit from the alleviation of private sector rent pressures particularly if lone parents, as these households who are significantly present in the private rental sector (more than 20%) and more likely to be residing in temporary housing having been made homeless, often due to rising private sector rents<sup>5</sup>. (Positive)

This benefit may also arise from guidance addressing imbalances in housing mix and delivery which may have reduced choice in some areas. This may be particularly relevant in respect of C3 affordable housing which some women are more in need of given women

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<sup>5</sup> [Shelter report – Still Living in Limbo, why the use of temporary accommodation must end](#)



are more likely to be economically inactive, low paid, and/or subject to the poverty that affects single parent families. This should contribute to neighbourhoods that are more mixed and inclusive addressing social exclusion and poverty. (Positive)

Guidance helping to foster the design and curation of successful mixed-use inclusive neighbourhoods will help address the employment and social infrastructure needs of all Londoners and in turn help to promote a culture of equality, and reduce poverty and social exclusion that disproportionately affects some women (Positive).

### **Potential negative impacts, mitigations or objective justification and scores**

No impacts identified.

### **Relevant PSED aim(s)**

- 1
- 2 (a)
- 3

## **Sexual orientation**

### **Potential positive impacts and scores**

Those who are LGBTQ+ may be more likely to experience harassment in public spaces. The guidance encourages activation and surveillance of through routes and other public spaces and collaborative efforts to address community safety and well-being. This should help address vulnerability and help people feel more safe and secure in public spaces. (Positive)

Being able to access PBSA may also better enable LGBTQ+ students to access support and community relevant to their needs (e.g. higher rates of poor mental health, family estrangement) compared with living in the private rental sector which may affect their higher education continuation, progression and achievement. (Positive)

### **Potential negative impacts, mitigations or objective justification and scores**

No impacts identified.

### **Relevant PSED aim(s)**

- 1
- 3

## **People on low incomes<sup>6</sup>**

### **Potential positive impacts and scores**

Students from low income backgrounds are likely to benefit from increased access to ASA and the impact this may have on wider access to opportunity brought about by being able

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<sup>6</sup> The socio-economic duty was introduced into legislation as Section 1 of the Act, with the aim of ensuring that public bodies had to take socio-economic disadvantage into account when making strategic decisions. However, following a change in government in 2010, the new coalition government decided not to implement the socio-economic duty. Though not

to live away from their family home and access the higher education course of their choice. This may also help them stay on their course and attain higher levels of achievement by reducing cost pressures. (Strong positive)

Low income groups may also benefit from the indirect impact of alleviation of pressures on the private rental sector where they many (particularly those not on benefits) may be particularly focused and vulnerable to homelessness given their income situation where rental rises may easily tip into unaffordability. (Positive)

People from low income backgrounds may also benefit from the guidance advising of housing mix considerations that can help address imbalances at a neighbourhood level and/or in delivery that may otherwise have reduced their housing choice in some areas. This may be particularly relevant in respect of C3 affordable housing low income groups are more in need of. (Positive)

Guidance helping to foster the design and curation of successful mixed-use inclusive neighbourhoods will help address the employment and social infrastructure needs of all Londoners and in turn help to promote a culture of equality, and reduce poverty and social exclusion arising from income status (Positive).

### **Potential negative impacts, mitigations or objective justification and scores**

No impacts identified.

### **Relevant PSED aim(s)**

- 2(a)
- 2 (c)
- 3

**Other groups such as carers, refugees and asylum seekers, looked after children, care leavers, UK Armed Forces Veterans, homeless people and rough sleepers and ex-offenders / people with experience of the criminal justice system.**

### **Potential positive impacts and scores**

People with vulnerabilities including refugees and asylum seekers are identified as disproportionately housed in the private rental sector, and in the lowest income third, so may benefit from an increase in PBSA that indirectly alleviates pressure on the private rental sector. This may help address upward pressure on rents and competition that affects people's disposable income and propensity to homelessness. (Positive)

Insofar as carers, refugees, care leavers, homeless and rough sleepers, and ex-offenders are all groups that are more likely to fall into low-income brackets or experience difficulties with housing and workspace costs, the guidance could have positive effects. Provision of ASA may benefit students from these groups who may otherwise not be able to afford to go to university with the benefits this brings. (Positive)

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a protected characteristic in the Act, the GLA recognises that socio-economic disadvantage is a significant contributor to inequality across London and therefore considers equality impacts on people on low incomes as part of its decision making.

Being able to access PBSA also may enable those students to be better supported with their particular needs than in the wider private rental sector, with potential impacts on continuation and achievement. (Positive)

Similarly, advising of housing mix considerations that can help address imbalances at a neighbourhood level and/or in delivery that may otherwise have reduced the housing choice in some areas. This may be particularly relevant in respect of C3 affordable housing which many of these groups should be able to benefit from given their priority status on council housing waiting lists. (Positive)

In addition, more generally guidance helping to foster the design and curation of successful mixed-use, mixed tenure inclusive neighbourhoods will help address the housing, employment and social infrastructure needs of all Londoners and in turn help to promote a culture of equality and good community relations, and reduce poverty and social exclusion. (positive)

### Potential negative impacts, mitigations or objective justification and scores

No impacts identified.

### Relevant PSED aim(s)

- 1
- 2 (a)
- 2 (c)
- 3

## 2.2 Overview of equality impacts

Table 2: overview of equality impacts

Protected characteristic / group	Strongly positive impacts	Positive impacts	Neutral impacts	Negative impacts	Strong negative impacts	Mixed or uncertain impacts
Age	Yes	Yes	Yes	-	-	-
Disability	Yes	Yes	-	-	-	-
Gender reassignment	-	Yes	-	-	-	-
Marriage and civil partnership	-	-	-	-	-	-
Pregnancy and maternity	-	-	-	-	-	-

Protected characteristic / group	Strongly positive impacts	Positive impacts	Neutral impacts	Negative impacts	Strong negative impacts	Mixed or uncertain impacts
Race	Yes	Yes	-	-	-	-
Religion and belief	-	Yes	-	-	-	-
Sex	-	Yes	-	-	-	-
Sexual orientation	-	Yes	-	-	-	-
People on low incomes	Yes	Yes	-	-	-	-
Other groups	-	Yes	-	-	-	-

### Cumulative impacts

N/A

### 3 Amendments

No changes made due to overall positive impacts.

### 4 Recommendation

Based on the assessment, this table indicates the recommended course of action to decision makers with regard to reviewing the guidance.

*Table 3: Recommendation*

Description	Recommended
No major change to the guidance is required: This EqIA has not identified any potential for discrimination or negative impact, and all opportunities to advance equality have been taken.	x
Adjustments to the guidance are required to remove adverse impacts identified by the EqIA or better advance equality. [Include here how you have adapted plans to mitigate adverse impacts]	-

<p>Justify adverse impacts or missed opportunities to advance equality and continue with the guidance. [Add justification explanation. Include here:</p> <ul style="list-style-type: none"> <li>• reasons why adverse impacts cannot be mitigated and justification</li> <li>• how you have adapted plans to mitigate adverse impacts</li> <li>• alternative options looked at</li> <li>• how you have chosen the option which is least intrusive etc]</li> </ul>	-
<p>Stop, rethink or abandon when the EqIA shows actual or potential unlawful discrimination.</p>	-

## 5 Monitoring

Monitoring will take place through the London Plan Annual Monitoring Report and wider monitoring of the Mayor’s other strategies, as well as part of reviewing the London Plan. The evidence base on student housing need (including composition by group characteristic) will continue to be developed and further help to identify and monitor relevant trends.

## 6 Appendix A: Evidence Reference and Content

### 6.1 Evidence

#### Age

In terms of student affordability, the average annual rent of a room in London takes up 88 per cent of the maximum loan amount ([Unipol Accommodation Costs Survey 2021/22](#)).

Most students in England are under 24 (38% are under 20, and a further 28% are 20-24) ([HESA HE enrolments data for 2021/2](#))

London has a relatively young population. The median age of Londoners is 35, compared to a national average of 40. Londoners under the age of 25 equate to 32% of the population and 11% are aged 65 or over (ONS 2011).

Young people are more likely to be unemployed than adults aged between 25 and 64 ([Unemployment numbers and rates by equalities group LFS, ONS London Datastore](#)).

Younger Londoners face higher housing costs than older groups: those aged 16-29 or 30-49 spend an average of 29% of their net income on housing costs, compared to 24% for 50-64 year olds and 17% for those aged 65 or more. Resolution Foundation, [Intergenerational audit for the UK: Data dashboard, 2020](#)

Rates of overcrowding are higher in London than anywhere else in the country and households with children more likely to be overcrowded than households with no children. In London, 20% of all households with children are considered overcrowded according to the bedroom standard measure, compared to 8% in the rest of England (Housing in London 2020, GLA Housing and Land; English Housing Survey, 2016/17 to 2018/19).

In March 2022 there were 56,640 homeless households living in temporary accommodation arranged by London boroughs, including 75,850 children (Housing in London 2022). Households with dependent children comprise more than three quarters of households accepted as statutorily homeless. Female lone parents comprise half of all households accepted as statutorily homeless ([GLA EDI measures August 2020](#)).

Those under 24 are now less likely than 20 years ago to live in the private rental sector with more likely to be continuing to live at home due to rising costs. Older people are less are an increasing proportion of private renters so this may change over time. [UK private rented sector data \(2018\)](#).

Around one in eight London pensioners are classified as in persistent poverty (AHC), according to the latest figures for the period from 2016/17 – 2019/20, having been counted as living in poverty in at least three years out of the last four. This was an increase from one in ten for 2015/16-2018/19 ([Poverty in London 2021/22 – London Datastore](#)).

While a higher proportion of older Household Representative Persons aged 65 and over own rather than rent their home (65.9 per cent compared with 37.1 per cent), 27% live in social rented housing, a higher proportion than for England as a whole (18 per cent) (Census 2011, [Census Trends in Housing Tenure](#), GLA Datastore).

Children: lone parent households who make up more than 20% of the private rental sector and more likely to be residing in temporary housing having been made homeless, often due to rising private sector rents: [Shelter report – Still Living in Limbo, why the use of temporary accommodation must end](#)

## Disability

16% of students enrolled in England have a known disability ([HESA HE enrolment stats 2021/2](#)).

The Office for Students identifies that disabled students are more likely to experience cost pressures, lack of choice of institution/course, and lack of wider higher education ‘capacity’ (e.g. suitable housing) affecting access to higher education, continuation, progression and achievement ([Office for Students Equality of Opportunity Risk Register](#))

Disabled people are more likely to live in the social rented sector compared with their non-disabled counterparts:

- Nearly 1 in 4 (24.9%) disabled people aged 16 to 64 years in the UK rent social housing compared with fewer than 1 in 10 (7.9%) non-disabled people, [Outcomes for disabled people in the UK 2021](#), ONS.
- In London this proportion rises to nearly 1 in 3 (30%) [Table 6: Housing Situation of people aged 16 to 64 by disability status and English region](#), Disability and Housing UK 2021, ONS, APS

The proportion of disabled people living with parents has risen from 12.4% in 2013/14 to 16.4% in 2020/21. By contrast, the proportion of non-disabled people living with parents is more or less unchanged (up 1% from 18.2% in 2013/14 to 19.2% in 2020/21) ([Table 6: Housing Situation of people aged 16 to 64 by disability status and English region](#), Disability and Housing UK 2021, ONS, APS).

Deaf and disabled residents are more likely to be living in poverty: 36% of Londoners who live in families where someone is disabled are living in poverty after housing costs, compared to 26% of those in families where no-one is disabled (source: GLA analysis of Households Below Average Income data (End User dataset) quoted in EqIA AHP 2021-26)).

## Gender reassignment

In 2020/2021, 2,630 Hate Crimes against transgender people were recorded by the Police, an increase of 16% from the previous year (Home Office, 2021). This number considered to be underreported (out of 108,100 responses to the National LGBT Survey, 88% of transgender people did not report the most serious type of incident). Transgender people are more likely to experience threats of physical or sexual harassment or violence compared with the LGBT community as a whole (National LGBT Survey, Government Equalities Office).<sup>7</sup>

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<sup>7</sup> [Stop Hate UK - About Hate Crime – Transgender Hate](#)

The Office for Students notes that students that report that their gender identity is not the same as their sex registered at birth are more likely to experience mental ill health<sup>8</sup> which may affect their continuation, progression and achievement in higher education.

## Marriage or civil partnership

N/A

## Pregnancy and maternity

N/A

## Race

The Office for Students identifies that students from some BAME backgrounds are less likely to access higher education, and students from mixed ethnic backgrounds are more likely to experience mental ill health that may affect their continuation, progression and achievement in higher education<sup>9</sup>.

The number of domestic vs. international students enrolled in higher education in the academic year 2020-21 is as follows:

From UK	From European Union	Non-European Union	Total Non-UK
2,182,560	120,140	559,825	679,970

Source: Higher Education Statistics Agency (HESA)<sup>10</sup>

39% of BAME Londoners live in relative poverty after housing costs, compared to 21% of White Londoners (source: GLA analysis of Households Below Average Income data (End User dataset), Homes for Londoners: Affordable Homes Programme 2021-2026 Equality Impact Assessment).

Black, Asian and minority ethnic Londoners make up 40% of London's population (ONS 2011). Black, Asian and minority ethnic Londoners are more likely to be younger and on lower incomes. For instance, 44% of people on low incomes in London are also BAME (London Travel Demand Survey 2016/17).

Black, Asian and minority ethnic Londoners are more likely to live in households with an average annual income below £20,000 (33% BAME compared with 25% white).

Households with a Black or Asian household head are 80% more likely to be overcrowded than the London average, while households with a Black household head are around 150% more likely to be owed a homelessness duty (GLA, Housing in London October 2020). Overcrowding is more common in London's Bangladeshi, Black African and

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<sup>8</sup> [Office for Students - Equality of Opportunity Risk Register](#)

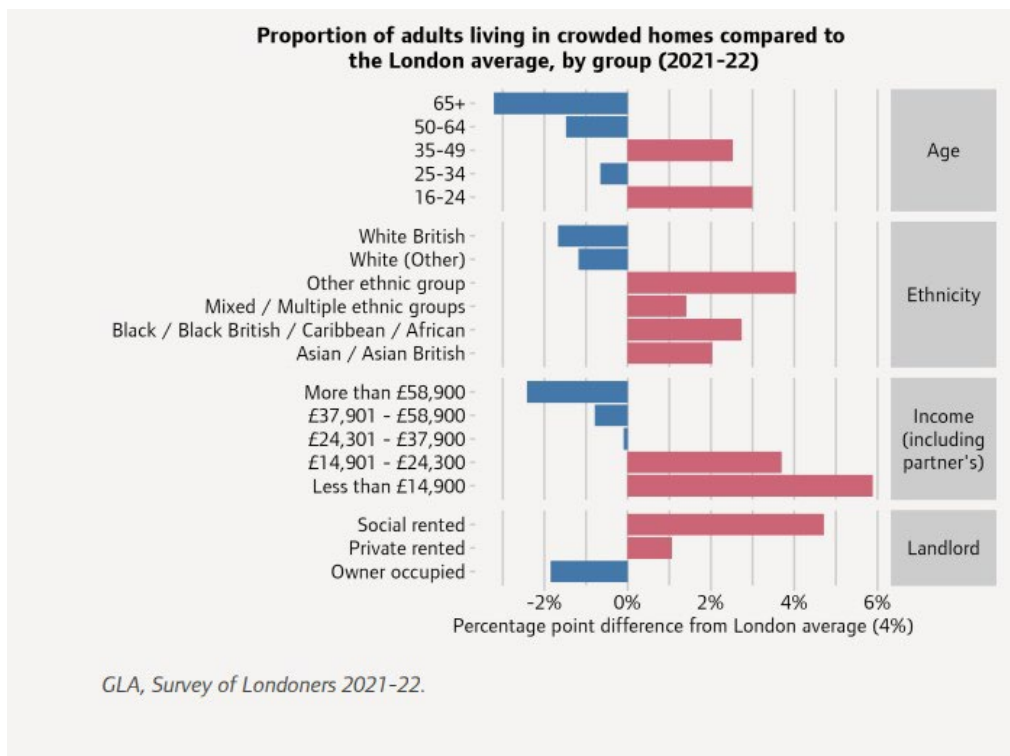
<sup>9</sup> [Office for Students glossary entry for Underrepresented groups](#)

<sup>10</sup> [Table 1 - HE student enrolments by HE provider 2014/15 to 2021/22 | HESA](#)



Pakistani households (GLA, Equality, Diversity and Inclusion Evidence Base for London 2019).

Low-income Londoners, those living in social housing and from Bangladeshi and Black African backgrounds were among those most likely to say they are living in crowded homes (Housing in London 2022).



BAME households are more likely to be accepted as statutorily homeless or as owed a duty than households from White backgrounds ([GLA EDI measures August 2020](#)):

## Religion or belief

To the extent that Londoners holding particular religious beliefs belong disproportionately to BAME groups (Census 2021), the relevant data overlaps.

## Sex

Female-headed lone parent households comprise nearly half of all households accepted as statutory homelessness while male households with no dependent children comprise 41 per cent of households assessed as owed a duty ([GLA EDI measures August 2020](#)):

### Households accepted as statutorily homeless in London by family type

Family type	2016/17	2017/18	2018/19
Couple with dependent children	24%	21%	6%
Male lone parent	4%	4%	2%

Female lone parent	49%	50%	20%
Male no dependent children	10%	12%	41%
Female no dependent children	7%	8%	25%
All other household groups	6%	5%	5%

Note: 2016/17 and 2017/8 show the proportion of total households accepted as statutorily homeless while 2018/19 shows households assessed as owed a duty

## Sexual orientation

The Office for Students identifies that LBQT+ students are more likely to experience mental ill health, which may affect their higher education continuation, progression and achievement<sup>11</sup>.

## People on low incomes

The Office for Students identifies that people from low income backgrounds are less likely to access higher education, and students from this background are more likely to experience a lack of choice of course, cost pressures and mental ill health which may also affect continuation, progression and achievement<sup>12</sup>

The proportion of Londoners saying they were ‘financially struggling’ increased from 12% in January 2022 to 17% in January 2023. Londoners living in social rented accommodation and with a gross household income of less than £20,000 continue to be most likely to be ‘financially struggling’. Over half of Londoners (54%) in January 2023 said they struggled to pay for food and essential items, up from 39% in January 2022. (GLA, 2023).<sup>13</sup>

A quarter of Londoners (25%) in 2021-22 did not have at least £1,500 in savings. This is a significant reduction from 33% in 2018-19. Black Londoners were the ethnic group most likely not to have savings of at least £1,500 (GLA, 2022).<sup>14</sup>

Despite higher average incomes, more expensive housing means that the 2019/20 (pre-pandemic) poverty rate in London almost doubles when housing costs are taken into account (from 16% to 27%), making London the region with the highest poverty rate in the UK. Poverty rates are even higher in Inner London (30%), where they are 5 percentage points above many parts of the North of England (Trust for London, 2022).

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<sup>11</sup> [Office for Students - Equality of Opportunity Risk Register](#)

<sup>12</sup> [Office for Students glossary entry for Underrepresented groups](#)

<sup>13</sup> [GLA Poll Results survey](#)

<sup>14</sup> [Survey of Londoners 2021 - 2022](#)

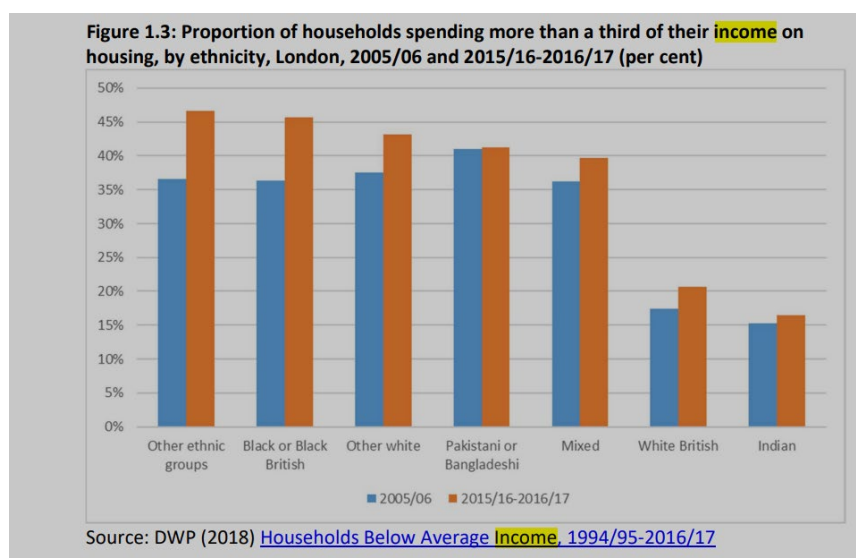
For some groups, the rate was even higher; the poverty rate amongst non-White households in London was 39%, and for single parents it was 53%. Poverty rates also varied significantly across London's boroughs (Trust for London, 2022).

Around one in six Londoners, including three in ten children, are in persistent poverty. Child poverty is most acute in wards in Tower Hamlets, Hackney and Camden.<sup>15</sup> The proportion of London's pensioners in material deprivation, at 12 per cent, is double the rate for the UK as a whole.<sup>16</sup>

One in nine pensioners in London are living in material deprivation, unable to access the necessities for today's society. One in twenty lived in a household that was in food insecurity.<sup>17</sup>

Lower-income households are more likely to rent, with households in the poorest 20 per cent of households the most likely to be in social rent housing. Those in the top 20 per cent are the most likely to be owner-occupiers (Households Below Average Income, 2005/06 and 2016/17) (GLA, 2019).

60 per cent of households in the lowest income quintile have high housing costs, against less than 10 per cent of households in the top quintile (GLA, 2019).



## Other groups

Asylum seekers and refugees:

Asylum seekers have rapidly increased in the last few years, nationally and in London ([London Councils, House of Commons Library, 2023](#)). Accommodation provision is typically through hotel (initial) and private rental (dispersed) contracts as asylum seekers do not have access to other housing until they are granted refugee status. At this point, the rapid withdrawal of direct state support (within 28 days) can often lead to homelessness as

<sup>15</sup> [Poverty in London 2021/22 – London Datastore](#)

<sup>16</sup> [Raising Living Standards – London Datastore](#)

<sup>17</sup> [Poverty in London 2021/22 – London Datastore](#)

refugees, given lack of time to find employment and linked to this, alternative accommodation ([Refugee Council](#)).

People with vulnerabilities including refugees and asylum seekers are identified as disproportionately housed in the private rental sector, and in the lowest income third<sup>18</sup>.

#### Carers:

The current cost of living crisis means that carers are facing unprecedented pressure on their finances: 25% are cutting back on essentials like food or heating and 63% are extremely worried about managing their monthly costs (Carers UK, State of Caring 2022).

In addition, caring also comes with additional costs that can have a significant impact on carers' finances and many carers suffer financial hardship. 44% of working-age adults who are caring for 35 hours or more a week are in poverty (Joseph Rowntree Foundation, UK Poverty 2022). Carer's Allowance is the main carer's benefit and is £76.75 per week (2023/24) for a minimum of 35 hours. It is the lowest benefit of its kind. In the UK, 977,506 carers were in receipt of Carer's Allowance in 2022 (X-Stat Explore (retrieved in Feb 2022)).

Being a carer also links to sex as a protected characteristic, as unpaid carers are more likely to be women (59% of unpaid carers are women (Census 2021)).

In terms of housing, a 2016 report by Carers UK found:

- 1 in 5 carers (18%) are waiting for adaptations to be made to their homes
- 10% said that their home was in poor condition, damp or disrepair, rising to 15% of carers renting privately
- 15% said there isn't enough space for someone to provide overnight care, rising to 19% of carers living in social housing
- 13% said that as a result of caring there isn't enough space to live comfortably, rising to 18% of carers living in social housing.

#### Veterans:

Only a small minority of the Armed Forces Community will need to access the housing services provided by the housing bodies subject to the Duty (section 4A). However, there are likely to be disproportionate numbers needing specialist adapted housing which may be particularly lacking, and some are at increased risk of homelessness due to a lack the knowledge of the civilian housing sector, welfare system and budgeting, and reluctance to seek help early ([Statutory Guidance on the Armed Forces Covenant Duty, Nov 22](#)).

#### Care leavers:

Poor housing options and provision for care leavers persists. It is often far from social networks and comprised of stressful environments which have knock on effects to mental health ([Caring for Better Health \(Care Leavers UK, 2017\)](#)).

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<sup>18</sup> [Vulnerability amongst Low-Income Households in the Private Rented Sector in England \(whiterose.ac.uk\)](#)

The Office for Students identifies that care leavers are underrepresented in terms of access to higher education, and are more likely to be affected by cost pressures ([Office for Students - Equality of Opportunity Risk Register](#); [Office for Students glossary entry for Underrepresented groups](#))

Looked after children:

There is concern for distribution of housing options, including sufficient in-borough provision (including foster care) which is likely to have correlation with the availability of affordable housing. Statutory guidance assumes that foster carers can access the homes they need, including affordable homes, in each borough, which given the need for affordable homes across London seems unlikely to be the case ([Statutory Guidance on Securing Sufficient Accommodation for Looked After Children](#) (undated)). Further evidence is however needed.

Homelessness

The number of individuals seen sleeping rough in London rose substantially in 2022/23, to over 10,000, continuing the long term trend. More than 60,000 homeless households were being housed by London's local authorities in temporary accommodation at the end of March 2021.<sup>19</sup>

## 6.2 Gaps in evidence

Data on students segmented by protected characteristic and linked to London higher education providers is not publicly available at this time, though the GLA is investigating the possibility of purchasing it. For now, for many groups England-wide data and risk assessments have been used.

Religion: Impact on those who hold a particular religion or belief (including no religion or belief): Lack data on the extent to which those who hold a particular religion or belief (including no religion or belief) find it harder to gain access to suitable housing they can afford compared with other groups. This makes it difficult to identify potential impacts.

LGBTQ+ and Gender Reassignment: Lack of data on the extent to which those who identify as LGBTQ+, or who are undergoing gender reassignment, find it harder to gain access to suitable housing they can afford compared with other groups. This makes it difficult to reliably identify potential impacts.

Marriage and civil partnership: no data has been found that details the extent to which this characteristic correlates with gaining access to suitable housing and related inclusive neighbourhood needs.

Pregnancy and maternity: no data has been found that details the extent to which this characteristic correlates with gaining access to suitable housing and related inclusive neighbourhood needs.

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<sup>19</sup> [Raising Living Standards – London Datastore](#)

## 7 Appendix B: Engagement summary

### 7.1 Summary of groups engaged and engagement record

Robust equality information is necessary to design and deliver effective and efficient policies. Where there are information gaps about people who may be affected with particular protected characteristics, focused and targeted engagement may help.

#### Already engaged:

The Mayor's Academic Forum and follow-up sub-groupings including boroughs and providers/agents. Formal engagement is yet to take place on the document.

#### Future engagement:

Follow up engagement during the formal consultation period will target student bodies which have a representation role (eg. the NUS) to better understand the issues experienced by students from groups with different protected characteristics. Given the extensive section in the guidance on accessible accommodation, the NUS disabled students network will be specifically targeted for further engagement.

Through the EqIA process, all other protected groups have all been identified as being positively impacted. Given this and the fact that this is LPG consultation rather than an opportunity to influence policy change, no further targeted consultation is planned.

### 7.2 Engagement record

*Table 4: engagement record*

Event details	Specific groups represented	Key findings

## 8 Appendix C: Legal context

### 8.1 Equality Act 2010

The Equality Act 2010 replaced the pre-existing anti-discrimination laws with a single Act. The legislation covers the exercise of public functions, employment and work, goods and services, premises, associations, transport and education.

The Act prohibits victimisation and harassment, and all of the following forms of discrimination: direct; indirect; by association; by perception; or discrimination arising from disability.

The Act recognises [nine protected characteristics](#):

#### 1. Age

A person having a particular age or being within an age group. This includes all ages, including children and young people.

#### 2. Disability

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. Certain medical conditions are automatically classed as being a disability- for example, cancer, HIV infection, multiple sclerosis.

#### 3. Gender reassignment

A person has the protected characteristic of gender reassignment if they are proposing to undergo, are undergoing or have undergone a process (or part of a process) to reassign their sex by changing physiological or other attributes of sex ([Equality Act 2010, Section 7 \(1\)](#)).

#### 4. Marriage and civil partnership

Marriage is a union between a man and a woman or between a same-sex couple.

Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples (except where permitted by the Equality Act 2010).

Marriage and civil partnership are a protected characteristic for the purposes of the duty to eliminate discrimination.

#### 5. Pregnancy or maternity

Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

#### 6. Race

In the Equality Act, race can mean your colour, or your nationality (including your citizenship). It can also mean your ethnic or national origins, which may not be the same as your current nationality. For example, you may have Chinese national origins and be living in Britain with a British passport.

Race also covers ethnic and racial groups. This means a group of people who all share the same protected characteristic of ethnicity or race.

#### 7. Religion or belief

Religion refers to any religion, including a lack of religion. Belief refers to any religious or philosophical belief (including ethical veganism) and includes a lack of belief (for example, Atheism).

#### 8. Sex

A man or a woman.

#### 9. Sexual orientation

Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

Though not a protected group in the Equality Act 2010, the GLA recognises that socio-economic disadvantage is a significant contributor to inequality across London and therefore regards people on low incomes as an additional group against which to assess equality impacts.

## 8.2 Public Sector Equality Duty aims

The Public Sector Equality Duty (PSED) set out at Section 149 of the Equality Act 2010 requires public bodies, when exercising its functions, to have 'due regard' to the following:

- Aim 1. eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act;
- Aim 2. advance equality of opportunity between people who share a protected characteristic and those who do not;
- Aim 3. foster good relations between people who share a protected characteristic and those who do not.

The first aim means the giving advance consideration to discrimination issues before making policy decisions. It relates particularly to scrutinising policies, practices or decisions that could result in discrimination or other prohibited conduct.<sup>20</sup>

Having due regard to second aim involves having due regard, in particular, to the need to:

- Aim 2(a): remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- Aim 2(b): take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;

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<sup>20</sup> [EHRC Technical Guidance](#)



- Aim 2(c): encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

Having due regard to the third aim involves having due regard, in particular, to the need to:

- 3(a) tackle prejudice, and
- 3(b) promote understanding.

The three aims of the duty are known as the 'general equality duty'. They must be fulfilled before and at the time of the exercise of a public function and on a continuing basis by the GLA when exercising its functions. Each aim must be considered in turn: for example, the obligation to have due regard to advancing equality is quite separate from the obligation to have due regard to eliminating discrimination.