

London City Resilience Strategy

Equality Impact Assessment Statement

1. Introduction

A City Resilience Strategy for London

London is publishing a City Resilience Strategy as part of its participation in the 100 Resilient Cities (100RC) Network. Our work on urban resilience aims to strengthen London and its communities, businesses, institutions and systems to better withstand both acute shocks and chronic stresses. The Strategy gives us the opportunity to extend our thinking beyond emergency planning and civil contingencies and address long-term resilience for the capital. Membership of 100RC brings many benefits to London, including grant funding for appointing staff and access to a global network of city resilience practitioners.

The Strategy takes a long-term look at the resilience of London by looking at acute shocks and long-term stresses. It builds on existing policy work and Mayoral strategies, highlighting good practice and filling gaps not covered by existing strategies. It takes a cross-cutting approach to increasing resilience in London, proposing 21 resilience-building actions, across all areas of policy, under three themes: People, Places and Processes.

The strategy will be published in February 2020.

Purpose of this report

This report summarises the results of a Partial Equality Assessment on the City Resilience Strategy. The assessment aims to ensure that actions in the Strategy are fair and inclusive by analysing the potential impact of the different actions on people in equality groups, i.e. Londoners who share protected characteristics under the Equality Act 2010 or are part of other vulnerable groups.

2. Equality impact assessment methodology

GLA policy on equality, diversity and inclusion

This assessment was developed following the ‘Guidance on mainstreaming equality, diversity and inclusion in the decision-making process’ produced by the GLA Equality and Fairness team. The aim of this guidance is to ensure issues relating to equality, diversity and inclusion (EDI) are properly considered in the decision-making process during development of strategies and policies or delivery of programmes and projects.

The guidance follows the principles set out in the Mayor’s Equality, Diversity and Inclusion Strategy, which outlines his ambitions to create a more equal, more integrated city and

sets out how he will help address the inequalities, barriers and discrimination experienced by different groups in London. As well as covering groups protected by the Equality Act 2010, it goes beyond legal obligations under the Public Sector Equality Duty, contributing towards addressing wider issues such as poverty and socio-economic inequality, or challenges facing groups like young people in care, care leavers, single parents, migrants and refugees.

Mayoral strategies, policies and projects/programmes should be subject to an Equality impact assessment, which can take two forms:

- **Full Equality Impact Assessment (EqIA):** an information gathering and consultation tool used to predict the potential negative effects of our work, to work out what can be done to avoid them, and to identify potential positive effects.
- **Partial Impact Assessment:** a quicker and shorter assessment based on available evidence, which involves determining the relevance of policies by applying existing evidence to a systematic set of questions in order to identify potential opportunities or adverse impacts of policies in different equality groups.

Because the City Resilience Strategy is a non-statutory Strategy (and, as such, does not have the requirement for a full EqIA) and due to the relatively high-level nature of the actions proposed in the document, we have opted to produce a Partial Impact Assessment. The methodology used for this assessment is summarised below.

Equality assessment methodology for the City Resilience Strategy

The equality assessment of the Resilience Strategy was based on the analysis of the potential equality and diversity impacts of the 21 actions (or projects) outlined in the Strategy, with the support and feedback of the GLA Equality and Fairness team.

Each action was assessed following a systematic set of questions produced by the Equality and Fairness team, which is used to analyse policies across the organisation. These questions are as follows:

A. Which aspects of the general duty are relevant to this policy, and why? How can this policy contribute to the aims of the general duty?

1. Eliminating unlawful discrimination, harassment and victimisation and any other conduct which is unlawful under the Equality Act 2010
2. Advancing equality of opportunity:
 - a) removing or minimising disadvantages suffered by people who share a protected characteristic that are connected to that characteristic
 - b) Taking steps to meet the needs of people who share a protected characteristic that are different from the needs of people who don't have that characteristic
 - c) Encouraging people who share a protected characteristic to participate in public life or in any other activity in which their participation is disproportionately low
3. Fostering good relations between people who share a protected characteristic, and those who don't have that characteristic
 - a) Tackling prejudice

b) Promoting understanding

B. Which of the protected characteristics are/could be relevant?

C. Other general questions that may be helpful

In accordance to GLA guidance, the assessment considered the potential relevance and impact of the 21 actions in the Strategy to the following equality groups:

- Age (younger people)
- Age (older people)
- Disability
- Race/ ethnicity/ nationality
- Sex
- Pregnancy/ maternity
- Gender reassignment
- Religion
- Sexual Orientation
- Low Income

Equality groups include all protected characteristics of the Equality Act 2010, with the exception of 'Marriage or civil partnership'¹. In addition, we considered Age separately for older and younger people (as impacts are often very different for these two groups) and added Low Income individuals as a group, in line with GLA guidance.

Following the analysis of all actions using the method above, and with feedback from the Equality and Fairness team, the results were consolidated into two summary tables:

- **Table 1: summary of relevant equality groups for all actions in the strategy**
- **Table 2: summary of potential equality impacts of relevant actions**

These tables are presented in the next section.

3. Summary of results

Relevant equality groups for all actions in the strategy

Table 1 presents the results of the analysis of scope for all 21 actions in the City Resilience Strategy. For each strategy action, the table shows which equality groups are or could be relevant considering the scope of the action. Two thirds (14 out of 21) of the actions have relevant equality and diversity considerations to at least one of the equality groups.

¹ This characteristic is normally only considered in relation to unlawful discrimination, which was deemed not relevant to the actions in the City Resilience Strategy.

Not surprisingly, all actions under the People theme have relevant impacts on different equality groups. Conversely, actions where the consideration of equality aspects is not relevant correspond to those focusing on high-level policy on infrastructure and physical structures, data and methods

Summary of potential equality impacts of relevant actions

Table 2 overleaf summarises the key findings of the equality assessment of the 14 actions which have relevant considerations for equality groups. The table identifies the reasons why these groups are relevant for the scope of each action, drawing on existing evidence.

The last column highlights the key opportunities that each action could provide for minimising disadvantages or meet the needs of people of the relevant equality groups identified, to encourage people in these groups to participate in public life, or to foster good relations between people in different groups. When relevant, this column also identified potential risks for people in the groups identified, and aspects that need to be considered in the implementation of the action in order to minimise these risks and capitalise on the potential opportunities of the project.

Table 2: summary of potential equality impacts of relevant actions

Actions	Relevant equality groups	Why is this project relevant for the identified equality groups?	Opportunities/risks to advancing equality of opportunity or fostering good relations between people in equality groups and others
Action A1: First Aid	Age (younger); Sex; Race; Low Income	<p>Low income communities and young Londoners (particularly male) are at higher risk of suffering from violent behaviour (including knife crime):</p> <ul style="list-style-type: none"> - Wards with high levels of Serious Youth Violence (SYV) offending were more likely to be in the top quintile of the Vulnerable Localities Index indicating a priority neighbourhood for community safety. - Around 3/4 of SYV victims were male, but this rose to 86 per cent of hospital admissions for assault². - Black young people are over-represented as SYV victims: they make up 17 per cent of the population and 27 per cent of victims. 	<ul style="list-style-type: none"> - There are opportunities to minimise disadvantage of people in equality groups as the project will specifically target young Londoners and low income communities, as well as identify other vulnerable groups during the research phase. - The project will be co-developed with community groups and community and voluntary sector organisations. It is expected to be developed and implemented in a way that engages local communities, particularly individuals in the identified groups, contributing to encouraging their participation in public life and fostering good relations.
Action A2: Extreme Heat Management	Age (younger & older); Disability; Pregnancy & maternity; Low Income	<ul style="list-style-type: none"> - Children, older and disabled individuals and pregnant women are more sensitive to extreme weather conditions³ and therefore are at higher risk of illness during a heat wave. - Low income residents might struggle to find cool spaces during a heatwave (due to homes with worse insulation and no access to AC). 	<ul style="list-style-type: none"> - By providing a local network of cool spots, this project is expected to contribute to meeting specific needs of the identified groups. - It is important that the project ensures these spaces are accessible to all and that information reaches the identified groups, including older people, in order to minimise the risk of relevant groups being excluded from the benefits of the project.

² MPS, 2019, Police offence data³ GLA, 2017, London Environment Strategy Equality Impact Assessment Report

<p>Action A3: Using Water Sustainably</p>	<p>Disability; Low Income</p>	<ul style="list-style-type: none"> - Some disabled people have health issues that require them to use more water than the average person⁴. - Large family households require more water than other households, and large families disproportionately live on low incomes⁵. 	<ul style="list-style-type: none"> - Impact on these groups is expected to be relatively low as the project is mainly targeted at organisations, not households. - Nonetheless, proposals to provide efficient and sustainable water supply and responsible water consumption must consider specific use requirements of disabled people with certain medical conditions and affordability issues for low income consumers.
<p>Action A4: Food Security for Londoners</p>	<p>Age (younger); Race; Disability; Low Income</p>	<ul style="list-style-type: none"> - Food insecurity particularly affects children, disabled and Black Londoners, and low income individuals⁶. 	<ul style="list-style-type: none"> - Project aims to mitigate impacts of disruption in food supply, reducing the risk of food insecurity to individuals at higher risk, particularly low income communities. By doing so this project has potential to disproportionately benefit these groups.
<p>Action A5: Community Risk Communication</p>	<p>Age (older); Disability; Low Income</p>	<ul style="list-style-type: none"> - Older and disabled people, and people in poverty are more vulnerable in the event of emergencies. - Deprived communities are generally more exposed to flood risk, with up to 8 times more people on lower incomes living in tidal floodplains than the least deprived people⁷. 	<ul style="list-style-type: none"> - By improving risk communication to communities, with a focus on low income communities, the project is expected to reduce disadvantage of the identified groups. - It is important that the communication methods developed through the project are accessible to all. Communication relying only on online contents might not effectively reach some older residents or those on low income. Any events or local campaigns must provide appropriate accessibility to disabled people. - Although the detailed scope of the project is still to be determined, strong community engagement is a key part of the aims so there are opportunities to encourage participation and improve relations between groups.

⁴ GLA, 2017, London Environment Strategy Equality Impact Assessment Report

⁵ GLA, 2017, London Environment Strategy Equality Impact Assessment Report

⁶ GLA, 2019, Survey of Londoners

⁷ GLA, 2017, London Environment Strategy Equality Impact Assessment Report

<p>Action A6. Scenario Planning and Theatre</p>	<p>Age (younger & older); Low Income</p>	<ul style="list-style-type: none"> - Older and disabled people, and people in poverty are more vulnerable in the event of emergencies. - Raising awareness and preparing for emergencies through cultural activities is an effective way to engage children and young Londoners. 	<ul style="list-style-type: none"> - The project is still at high-level stage but, similarly to A5, should focus on most vulnerable groups to different local risks, including older and younger populations and low income communities, contributing to reducing disadvantages and providing opportunities to improve public participation.
<p>Action B2: Encouraging Meanwhile Space</p>	<p>Age (younger & older); Disability; Low Income</p>	<ul style="list-style-type: none"> - The project has a strong focus on vulnerable communities, including improving community uses, providing space for affordable housing and commercial use and contribute to the Mayor's good growth objectives. - Physical interventions designed in the project should be used to create places which are easily accessible to disabled people. 	<ul style="list-style-type: none"> - The project scope is still under development, but it can provide low income Londoners and other equality groups with the opportunity of low-cost space for them to come together and run projects/initiatives. It could also provide the opportunity for low cost social integration initiatives. - This is expected to have a positive impact on reducing disadvantage in the identified groups.
<p>Action B7: Safe, Resilient Homes & Buildings</p>	<p>Age (younger & older); Disability; Low Income</p>	<ul style="list-style-type: none"> - Older and younger Londoners, as well as those living in high rise buildings and social housing are particularly vulnerable to fire safety risks. People most likely to die from fire are those over 65 with reduced mobility, who live alone and who either smoke or use candles or naked flames at home⁸. 	<ul style="list-style-type: none"> - This project is expected to contribute to reducing disadvantage of the identified groups both by promoting fire safety measures across the board and by targeting the most vulnerable communities with specific initiatives.
<p>Action B8: Business resilience</p>	<p>Race/ Ethnicity; Religion; Low Income</p>	<ul style="list-style-type: none"> - In London, small and micro businesses are disproportionately run by BAME people. - Many local businesses provide employment and affordable products to low income residents. 	<ul style="list-style-type: none"> - The project is expected to target smaller businesses and to contribute to embedding the Mayor's Good Growth objectives. By doing this, it has the opportunity to contribute positively to meeting the needs and reducing disadvantage of the identified groups.

⁸ GLA, 2018, Inclusive London: The Mayor's Equality, Diversity and Inclusion Strategy

<p>Action C1: Adaptive Greater London Authority</p>	<p>All</p>	<ul style="list-style-type: none"> - The Mayor of London is committed to make sure all Londoners are able to share in the city’s prosperity, culture and community life. This requires having the processes in place to ensure GLA governance and policy-making follows the best practice on equality and inclusion, according to the Equality Act 2010, the Public Sector Equality Duty and beyond. 	<ul style="list-style-type: none"> - This project will look at the structure of GLA governance and policy-making. In doing this it has the opportunity to continue to embed the GLA equality policy and the principles set out in the Mayor’s Equality, Diversity and Inclusion Strategy across the organisation and in all areas of strategy development and decision-making.
<p>Action C2: Extending Adaptive Governance</p>	<p>All</p>		<ul style="list-style-type: none"> - Similarly to C1, this project provides opportunities to embed good practice on equality, diversity and inclusion across the GLA and partner organisations.
<p>Action C3: Counter Terrorism Collaboration</p>	<p>Age (young), Race/Ethnicity; Religion; Sexual orientation, Gender reassignment</p>	<p>The CTPN network has identified the following aspects affecting equality groups when devising actions to keep cities safe from terrorism⁹:</p> <ul style="list-style-type: none"> - hate crime in reducing radicalisation toward violent extremism, including right wing/white supremacist extremism much of which threatens certain religious groups, ethnic minorities and the LGBT+ community. - loneliness, polarisation and isolation increase vulnerability, with people aged 16-24 more likely to feel lonely. - religious discrimination and perceived links between attacks and particular religious and ethnic groups. 	<ul style="list-style-type: none"> - The CTPN mission is to keep cities and communities safe from terrorism, which implies keeping every single member of a city and community safe regardless of any protected characteristic. However, work to date has identified specific groups which are disproportionately affected. - By continuing the CTPN work, this project is expected to continue to provide opportunities to reduce disadvantages of these groups, promote participation, and foster good relations between groups.
<p>Action C6: Using forecasting to improve resilience</p>	<p>All</p>	<ul style="list-style-type: none"> - Future challenges and disruptive events, such as those related to climate change and demographic and social change, tend to have a disproportionate effect on the most vulnerable groups. 	<ul style="list-style-type: none"> - The scope of the project is still under development but, when developing forecasting models to inform policy, it is important to identify and monitor potential impacts on different equality groups and collect appropriate data.
<p>Action C7: Preparing for a Cashless Society</p>	<p>Age (older); Low Income</p>	<ul style="list-style-type: none"> - A move away from cash may affect disproportionately people facing barriers to digital transactions (or those more likely to be excluded from the mainstream banking system), namely older and low income individuals. 	<ul style="list-style-type: none"> - The scope of this project is still under development, but it should have a positive contribution to the identified groups by gathering evidence on the impacts of cashless society for the most vulnerable groups, and to identify actions that could reduce risks and minimize disadvantages suffered by these groups.

⁹ CTPN, 2019, Anti-Radicalisation, Community Preparedness, Humanitarian Assistance and Psychosocial Support, and Protecting Major Events and Crowded Places Reports

4. Conclusions and next steps

This report has investigated the potential impact of the City Resilience Strategy on equality groups. This section summarises the findings and provides recommendations as to how equality issues can continue to be considered throughout the delivery of the Strategy.

Based on examination of the 21 actions proposed in the strategy, and using existing evidence and professional judgement, this assessment has identified a number of beneficial effects on equality groups that may occur as a result of the implementation of the City Resilience Strategy. These include several potential benefits to improving the resilience of low income communities – a key focus area of the Strategy – as well as other groups of people who are more vulnerable to shocks and stresses, namely children and older people, disabled people or pregnant women. The Strategy has also the potential to benefit other groups, including different ethnic and religious groups or the LGBT+ community through initiatives targeting areas where these groups are disadvantaged or underrepresented.

The assessment also identified areas where proper equality considerations should be taken during project design and implementation to make sure particular equality groups are properly included and able to share in the benefits of the project. In this context, it is important to note that many of the actions are presented in the Strategy at a high-level stage, with further scoping to be developed over the next months. The detailed aims and scope of the actions, as well as the way they are designed and implemented, can make a significant difference in the way equality groups are affected.

Results in this report should be seen as a starting point – equality assessment is a continuous process. The initial findings in this report should be reviewed and projects' scopes develop and new data becomes available, and further equality and inclusion considerations should be taken when relevant. This process should be carried out throughout the implementation of the project, implementing any necessary changes to the actions and monitoring outcomes in order to ensure that all actions in the City Resilience Strategy are fair and inclusive.