

Appendix 3 - EQIA

Updated Enforcement and Civil Penalties Policies Equality Impact Assessment

Equality Impact Assessment Completion Guidance 2025

- 1: Proposal
- 2: Impact Analysis
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Title of Equality Impact Assessment	Updated Enforcement and Civil Penalties Policies
Name of lead report author	Michael Walker-Roberts
Job Title	Housing Strategy and Policy Manager
Service Area	Climate, Homes & Economy
Name of Director/Assistant Director <small>who will be signing off the EqIA</small>	Rickardo Hyatt
Date of initial assessment	24.03.26
Dates of assessment reviews <small>How often will this assessment be updated and reviewed?</small>	Annually

1.1: Proposal

Question	Response
<p>Describe the proposal</p>	<p>The proposal concerns an update to Hackney Council's Enforcement, Civil Penalties Policies and Scheme of Delegation for Private Sector Housing. Cabinet is recommended to approve the proposed updates appended to the report.</p> <p>Legislative changes effective from the 27th of December 2025 and 1st of May 2026 will give additional powers and place additional duties on Local Authorities to enforce relevant legislation concerning the regulation of privately rented housing within their boundaries.</p> <p>In order for the Council to comply with this legislation and uphold duties under the selective licensing scheme, the enforcement, civil penalty policies and schemes of delegation require alterations to ensure that duties are fulfilled effectively and lawfully.</p> <p>The key stakeholders are internal council officers who will be concerned with the day to day application of enforcement duties, these include but are not limited to: Private Sector Housing Officers, Trading Standards Officers and Legal Officers.</p>

1.2 Stakeholders

<p>Outline Stakeholder engagement</p>	<p>External consultation has not been carried out following legal advice obtained by Kings Counsel and appended to the report.</p> <p>Extensive internal consultation has been carried out with a formal working group comprising senior experienced officers from each of the relevant teams that will be utilising these policies.</p> <p>The policies themselves have been consulted upon extensively sector wide by the authors: The Association of Chief Environmental Health Officers who represent the senior Environmental Health Officers across 300 English Councils. It can therefore be seen as the consensus position across the sector.</p> <p>They are able to access extensive data and have legislative expertise concerning all matters related to environmental health enforcement.</p>
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1.3 Evidence Base & Knowledge Sources

Question	Response
<p>Describe the evidence base</p>	<p>The policies themselves have been consulted upon extensively sector wide by the authors: The Association of Chief Environmental Health Officers who represent the senior Environmental Health Officers across 300 English Councils. It can therefore be seen as the consensus position across the sector.</p> <p>They are able to access extensive data and have legislative expertise concerning all matters related to environmental health enforcement.</p> <p>Data on the performance on the existing policies and particularly around the issuing and payment of the civil penalties has been collected and has informed the use of these policies</p>

1.4 How will this proposal contribute to advancing our Equality Objectives,

How will this proposal contribute to advancing our Equality Plan Objectives?				
Objective 1:	Objective 2:	Objective 3:	Objective 4:	Objective 5:
Eradicate inequality at every life stage by taking protective, preventative positive action	Building opportunity and well-being	Celebrate and serve diverse communities and value the contribution they make	Embed equality into service plans and practice across the council and the borough	Change as an institution to ensure internal and systemic change
Socio-economic deprivation is closely linked to poor quality living situations within the PRS, enforcement against poor conditions will improve this disparity.	Poor living conditions within the PRS have been linked to poor health and economic outcomes. This proposal will assist in preventing this.	Poor quality PRS conditions impact across the wide diversity of Hackney's population. Ensuring that housing conditions are improved will benefit and demonstrate that these groups are valued.	These policies will embed a recognition of the disproportionate experience of poor living conditions as a result of socio-economic deprivation.	Hackney's role in the private rented sector has been transformed by the licensing proposal and RRA. The conditions of the PRS will be systematically changed in Hackney.

2: Impact Analysis

2.1: Protected Characteristics

There are nine Protected Characteristics outlined in the Equality Act 2010.

When assessing the impact of decisions, public authorities have a duty to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

Protected Characteristics	Is there a potential positive and/or negative impact?	Explain impacts and provide evidence.	What actions will be taken to mitigate negative impacts and to maximise positive impacts?
Age	Positive	<p>According to Census 2021, the median age of Hackney residents is 32 years of age. It had the joint second-lowest average (median) age in London and a lower average (median) age than England (40 years). The breakdown of Hackney's population by age group is as follows:</p> <ul style="list-style-type: none"> ● 4 years and under = 6.2% ● 5 to 9 years = 5.8% ● 10 to 15 years = 7.1% ● 16 to 19 years = 4.3% ● 20 to 24 years = 7.2% ● 25 to 34 years = 24.5% ● 35 to 49 years = 22.3% ● 50 to 64 years = 14.7% ● 65 to 74 years = 4.8% ● 75 to 84 years = 2.2% ● 85 years = 0.9% <p>The proportion of residents over 65 is lower than the national average (18.6%) but older residents are increasingly likely to live in rented properties given Hackney's relatively high housing costs. Evidence collected by the council shows that those aged over 65 are significantly more likely to live in rented property with a Category 1 hazard/and or disrepair.</p>	Require all landlords to comply with HHSRS and RRA standards, with a focus on hazards disproportionately affecting older people and children (e.g., damp, excess cold, trip/fall risks).

		<p>The government's housing health and safety rating system (HHSRS) provides guidance on housing hazards, specifically categorising risks such as damp, cold, and falls, and highlighting the higher susceptibility of older people and children. It emphasises that older people are more prone to serious harm from these hazards due to physical frailty. The proposed policies will have conditions to ensure compliance with the HHSRS which will lead to the removal of such hazards and improvements which will benefit renters over 65 and children.</p> <p>The age profile of landlords operating in Hackney is not currently known, but the proposal will affect any landlord or letting agent equally regardless of their age. A disproportionate impact based on this protected characteristic is not anticipated.</p>	
Disability		<p>The proportion of Hackney's population with a disability that limits their day-to-day activities is slightly higher than the national average (19.2% compared with 17.8%), according to the 2021 census. This is split equally between those who are limited 'a little' and those who are limited 'a lot'.</p> <p>People with disabilities will positively benefit from the requirement for homes to comply with the updated legislation in terms of reasonable adaptations,</p>	<ul style="list-style-type: none"> - Ensure communications with landlords are available in accessible formats. - Conduct periodic reviews of policies to ensure they are effectively supporting tenants with disabilities and making adjustments as needed.

		<p>reducing trip hazards and falls as well as requirements around excess cold which can cause or exacerbate poor health, especially for those with disabilities. Another potential positive benefit of enforcement is the potential to raise awareness of the availability of further support available via the Disabled Facilities Grant for aids and adaptations.</p> <p>People with disabilities may face greater societal barriers to accessing suitable housing in the PRS. Whilst the new duties do not require increased levels of accessibility, it is likely to have a positive impact on people with disabilities by ensuring property standards do not cause or exacerbate pre-existing health conditions and by preventing discrimination from landlords.</p> <p>Through enforcement, landlords will be more aware of their duties under the Equality Act 2010.</p> <p>The disability status of landlords in Hackney is not currently known, but the proposal will affect any landlord or letting agent equally regardless of disability.</p>	
Gender Reassignment		<p>The 2021 Census estimated that around 1% of the population in Hackney is transgender, with a high proportion of people identifying as a non-binary gender. We do note that these are official statistics in development.</p> <p>Non-binary, 'genderqueer',</p>	<p>The Renters Rights Act and Licencing Scheme establish standardised regulations that apply to all landlords, which may help reduce discriminatory practice including gender.</p> <p>Establish clear and accessible reporting</p>

		<p>'transsexual' and 'androgynous' are terms used to describe those who choose not to identify with a particular gender.</p> <p>The Practical Androgyny website estimates that around 0.4% of the UK population, 1 in 250 people in the UK is non-binary. This equates to around 1,200 people in Hackney.</p> <p>Individuals who identify as transgender or non-binary may face discrimination from landlords, such as the denial of housing, increased scrutiny of applications, or unfavourable treatment based on their gender identity.</p> <p>During our engagement for the Equality Plan we heard that LGBTQ+ individuals may be more likely to choose to live in shared accommodation with "found family", and thus may be more likely to live in unlicensed HMOs without protections.</p> <p>Transgender individuals often experience higher rates of unemployment and poverty compared to their cisgender counterparts. This economic disadvantage can limit their ability to afford housing, leading to increased risk of homelessness or reliance on temporary accommodations.</p>	<p>mechanisms for tenants to report discriminatory practices, ensuring that complaints are taken seriously and investigated thoroughly.</p> <p>To ensure transgender and non-binary residents feel included, the Council will seek to work with local LGBTQ+ organisations to understand the best methods of engagement. In-person events will be held in safe spaces to foster open and respectful dialogue.</p>
Marriage or Civil Partnership	N/a		
Pregnancy & Maternity	Positive	Overall, poor housing can have a negative impact on pregnancy, enforcement of this legislation will improve	A key objective of the proposed policies is to improve the

		housing conditions.	condition of rented homes. Targeted action on homes in the poorest condition and with low energy efficiency will help reduce exposure to serious hazards and create healthier living environments for both mothers and infants.
Race / Ethnicity	Positive	<p>Private sector housing conditions improvement can encourage investment in homes in underrepresented neighbourhoods, leading to revitalisation efforts that benefit residents from various racial and ethnic backgrounds.</p> <p>Respondents identified across multiple ethnic groups including White or White British, Black or Black British, Asian or Asian British, Mixed background and Other. Write-ins included Romani heritage and Latin American, indicating reach into minority groups.</p>	<p>Collaborate with local advocacy groups that focus on racial and ethnic equity in housing to develop inclusive policies and outreach strategies.</p> <p>Engage residents from diverse racial and ethnic backgrounds in the policy development process to ensure that their needs and perspectives are considered.</p> <p>Conduct regular assessments of policy impact to evaluate their impact on racial and ethnic minorities, making necessary adjustments to improve equity.</p> <p>Given Hackney's linguistic diversity, materials will be translated into the most commonly spoken languages, upon request.</p>
Religion and Belief-any religious or philosophical Belief including no religion/belief	Positive	<p>Hackney's communities represent a diversity of religions and beliefs, which has changed over the past ten years.</p> <p>For the 2011 census, 40% of residents said that they are Christian, 28% reported have no religious belief, 14% were Muslim and 6% Jewish,</p>	<p>Conduct regular inspections of rental properties to ensure compliance with anti-discrimination laws and licensing requirements, with a specific focus on religious discrimination.</p>

		<p>Hackney has a significant Orthodox Jewish population which includes the Charedi Orthodox Community of approximately 30,000 people largely concentrated in Stamford Hill. The 2021 Census reported around 17,426 people or 6.7% of the population identifying as Jewish living in Hackney.</p> <p>People from the Orthodox Jewish community in particular experience high levels of overcrowding. Actions around addressing overcrowding or new supply of housing will have a positive impact upon this group.</p> <p>Responses covered atheist or no belief, Christian, Jewish including Charedi, Muslim, Buddhist, Hindu and secular beliefs. This shows participation from residents with a range of faiths and beliefs.</p>	
Sex		<p>The Census estimates there were more females living in Hackney in 2021 than males, (135,300 females to 123,900 males), so according to the Census, 52.2% of Hackney's population were female and 47.8% male.</p> <p>There is no evidence or data to suggest the new policies would have any negative impact based on a tenant's sex. The outcome of enforcement activity is to improve standards across privately rented homes and reduce the incidence of harassment (which may particularly affect females) and unlawful evictions so is expected to have a positive</p>	<p>Conduct regular audits of landlords to ensure compliance with regulations and fair housing practices, with a focus on identifying and addressing discrimination.</p>

		<p>impact on all groups, including those of different religions or beliefs.</p> <p>The sex of landlords in Hackney is not currently known, but the proposal will affect any landlord or letting agent equally regardless. A disproportionate impact based on this protected characteristic is not anticipated and the introduction of the scheme may provide an opportunity to collect and monitor such information and look to mitigate any unanticipated negative impact.</p> <p>Respondents self-identified as female and male, with some selecting prefer not to say. This indicates engagement across sexes.</p>	
Sexual Orientation		<p>According to the 2021 census 79.6% of Hackney residents aged 16 and over identified as straight or heterosexual, 7.8% identified as Lesbian, Gay, Bisexual or as another orientation (LGB+), and 13% chose not to answer the question.</p> <p>Compared to other London boroughs, Hackney has one of the lowest numbers of straight/heterosexual people and people in Hackney are more likely to identify as LGB+ compared to any of the London boroughs. The proportion of people identifying as LGB+ is also significantly higher</p> <p>There is no evidence or data to suggest the policies would have any negative impact based on a tenant's sexual orientation. The outcome of</p>	Licensing can lead to better property management and maintenance, which benefits all tenants, including those from LGBTQ+ communities who may face unique safety concerns.

		<p>greater PRS enforcement is to improve standards across privately rented homes and reduce the incidence of harassment (which may particularly affect people who identify as LGB+) and unlawful evictions so is expected to have a positive impact on all groups, including those of different sexual orientations.</p> <p>A recent study by HQN (2022) found that 13% of LGBTQ+ respondents had been discriminated against, because of their gender identity, by a landlord or letting agent. As such, proactive enforcement and penalties will have a positive effect on these individuals and households in the sector by preventing discrimination from landlords and letting agents.</p> <p>During our engagement for the Equality Plan we heard that LGBTQ+ individuals may be more likely to choose to live in shared accommodation with “found family”, and thus may be more likely to live in unlicensed HMOs without protections.</p> <p>The sexual orientation of landlords in Hackney is not currently known, but the proposal will affect any landlord or letting agent equally regardless.</p> <p>A disproportionate impact based on this protected characteristic is not anticipated.</p> <p>Improved property conditions and safety regulations can create a more welcoming and</p>	
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		<p>secure living environment for LGBTQ+ tenants.</p> <p>Reported orientations included heterosexual, gay man, lesbian, bisexual, pansexual, queer and other, with some prefer not to say, indicating reach across LGBTQ+ residents as well as heterosexual respondents.</p>	
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2.2: Socio-economic Inequalities, Care Experience & other groups

2.2.1 Socio-economic Inequalities

Group or characteristic(s)	Is there a potential positive and/or negative impact?	Explain impacts and provide evidence.	What actions will be taken to mitigate negative impacts and to maximise positive impacts?
Socio-economic Inequalities	Yes	<p>There were significantly more private renters among the lowest two income quintiles (41%) of the English Housing Survey 2021 than there were among the highest two income quintiles</p> <p>Proactive enforcement and penalty policies require landlords to meet specific property standards, improving overall housing quality. This can benefit low-income tenants who may live in substandard housing, thereby contributing to better living conditions and health outcomes.</p> <p>Enforcement activity will tackle overcrowding and illegal conversions, which people are often forced into</p>	<p>These policies are expected to positively impact the private rented sector by raising property standards, thereby tackling socio-economic inequalities within the Borough. As one of London's most deprived boroughs, improved property conditions will enhance the well-being of its most vulnerable tenants.</p>

		due to their economic situation.	
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2.2.2 Care Experience

Group or characteristic(s)	Is there a potential positive and/or negative impact?	Explain impacts and provide evidence.	What actions will be taken to mitigate negative impacts and to maximise positive impacts?
Care Experienced people, children looked after and care leavers	Positive	Overall, stringent regulations and proactive enforcement require landlords to meet specific property standards, improving overall housing quality. This can ultimately benefit all residents who live in the PRS, thereby contributing to better living conditions and mental and physical health outcomes, which would positively impact care experienced people, looked after children and care leavers.	<p>The proposed policies aim to improve the quality and safety of private rented housing, which will benefit care-experienced people, looked-after children, and care leavers by ensuring they have access to safer, healthier living environments.</p> <p>Engagement with care-experienced residents and their support networks will help identify potential barriers and ensure that the scheme delivers positive outcomes for this vulnerable group.</p>

2.2.3 Other groups

Group or characteristic(s)	Is there a potential positive and/or negative impact?	Explain impacts and provide evidence.	What actions will be taken to mitigate negative impacts and to maximise positive impacts?
Consider other groups as outlined in the Equality Plan:	Positive	Overall, this will require landlords to meet specific property standards, improving overall housing quality. This can ultimately benefit all residents who live in the PRS, thereby contributing to better living conditions and mental and physical health outcomes, which would positively impact all other groups outlined here as residents in the PRS.	
Any other groups identified during evidence gathering		<p>The 2025 consultation gathered more than 1,100 responses through online surveys, telephone interviews, drop-in and online events. Feedback identified several groups outside of the statutory protected characteristics who face housing-related disadvantage:</p> <ul style="list-style-type: none"> ● Insecure tenants fearful of eviction if they raise complaints. ● Students and younger renters 	The proposed policies aim to improve the quality and safety of private rented housing, which will benefit insecure tenants, students and younger renters, and owner-occupiers in mixed blocks, by ensuring they have access to safer, healthier living environments.

		<p>reporting overcrowded and unsafe HMOs.</p> <ul style="list-style-type: none"> • Owner-occupiers in mixed blocks raising issues about poorly managed rented neighbours. • Community safety partners linking poor housing management to anti-social behaviour. <p>Evidence gaps remain around the scale of these impacts across the borough. This could be addressed through targeted monitoring of licensing complaints and enforcement by group/issue, and follow-up engagement.</p>	
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2.3: Intersectional Analysis

Describe cross-cutting theme or unique intersectional impact	Is there a potential positive and/or negative impact?	Explain impacts and provide evidence.	What actions will be taken to mitigate negative impacts and to maximise positive impacts?
Older tenants with disabilities	Positive	May benefit from improved property safety and accessibility.	
Low-income households with children	Positive	May experience safer, healthier homes and reduced fuel poverty.	

Describe cross-cutting theme or unique intersectional impact	Is there a potential positive and/or negative impact?	Explain impacts and provide evidence.	What actions will be taken to mitigate negative impacts and to maximise positive impacts?
Care-experienced young people	Positive	May benefit from higher housing standards and supportive guidance.	

2.4 Community Impact Analysis

What Communities may be impacted In addition to identifying possible affected communities, also consider: <ul style="list-style-type: none"> • Could this proposal affect how communities perceive or interact with others? • Could your proposal impact trust in the council or between groups impacted in different ways? • Could it lead to prejudice, community tensions, conflicts, isolation or segregation? • How does the proposal help tackle prejudice and promote understanding between communities with different protected characteristics? 	What are or might be the positive or negative impacts Consider potential evidence gaps and how these could be filled	What actions will be taken to mitigate the negative and maximise the positive? These should be "SMART"
<p>Private renters and tenants across Hackney, including low-income households, families, older residents, pregnant women, people with disabilities, care-experienced individuals, and black and global majority communities.</p> <p>Landlords and letting agents, both small-scale and large portfolio owners.</p> <p>Neighbourhoods with high concentrations of private rented housing, particularly areas with previously poor housing conditions or overcrowding.</p>	<p>Positive</p> <ul style="list-style-type: none"> • Improved housing standards can increase residents' health, safety, and wellbeing, contributing to stronger, more stable communities. • PRS enforcement activities can promote fairness and transparency, increasing trust in the Council's enforcement and support. • Targeted engagement and support for vulnerable groups may foster inclusion, reduce social isolation, and promote 	<p>Provide clear, accessible information about the new regulations and policies to all residents and landlords, use Council communications team, community hubs, and voluntary sector partners to do this. This will reduce misunderstanding, build trust, and foster community cohesion.</p>

What Communities may be impacted In addition to identifying possible affected communities, also consider: <ul style="list-style-type: none"> • Could this proposal affect how communities perceive or interact with others? • Could your proposal impact trust in the council or between groups impacted in different ways? • Could it lead to prejudice, community tensions, conflicts, isolation or segregation? • How does the proposal help tackle prejudice and promote understanding between communities with different protected characteristics? 	What are or might be the positive or negative impacts Consider potential evidence gaps and how these could be filled	What actions will be taken to mitigate the negative and maximise the positive? These should be "SMART"
Community and advocacy organisations supporting vulnerable tenants, equality groups, and housing rights.	understanding between different communities.	

3: Action Plan, Evaluation and Monitoring Impact

Evaluation <i>Summarise any changes made to the proposal as a consequence of this Equality Impact Assessment</i>	Clear, accessible guidance in multiple formats and languages have been made available and will continue to be made available should this scheme be launched
Action Plan <i>Your action plan should summarise all of your SMART actions highlighted in section 2</i>	<p>The proposed policy framework in Hackney is designed to improve the quality, safety, and fairness of private rented housing, with a strong focus on protecting vulnerable groups and tackling inequality. All landlords will be required to comply with the relevant legislation and licensing designation, with particular attention to hazards that disproportionately affect children and older people, such as damp, excess cold, and trip or fall risks. Inspections will be prioritised for properties housing families with children where these hazards are most likely to occur. Targeted action will also focus on homes in the poorest condition and those with low energy efficiency, creating healthier environments for tenants, especially mothers and infants.</p> <p>Accessibility and inclusion are central to the scheme. Correspondence, applications and engagement materials will be available in accessible formats and translated into the most commonly spoken local languages where required. In-person events will take place in accessible venues, while online tools will meet web accessibility standards. The Council will conduct regular reviews of policies to ensure they meet the needs of tenants with disabilities and will work closely with disability advocacy groups to adapt the scheme accordingly.</p>

	<p>The scheme also seeks to address discrimination and promote equality across the private rented sector. Standardised regulations for landlords will reduce unfair treatment based on gender, race, religion, disability, or LGBTQ+ identity. Clear reporting mechanisms will be established so that tenants can raise complaints of harassment or discrimination, with a commitment that these will be taken seriously and investigated thoroughly. Regular audits and inspections will reinforce compliance with equalities law and requirements. Engagement will be undertaken with a wide range of community and advocacy groups, including interfaith organisations, racial and ethnic equity groups, and LGBTQ+ organisations, to ensure policies are inclusive and that consultation is carried out in safe and respectful spaces.</p> <p>More broadly, the scheme will contribute to tackling socio-economic inequalities in Hackney, one of London's most deprived boroughs, by ensuring higher property standards and healthier homes. This is expected to deliver meaningful improvements to the well-being of the Borough's most vulnerable residents, while creating a more inclusive and equitable rental market overall.</p>
<p>Impact Monitoring arrangements <i>You may need to consider:</i></p> <ul style="list-style-type: none"> • <i>Who has responsibility for ongoing equality impact monitoring?</i> • <i>How will you monitor if the proposal is having its intended effects and if there are any differential impacts?</i> • <i>How will unexpected impacts be managed?</i> 	<p>Annual monitoring/performance reports will be published on the Council's website</p> <p>The Project Manager will have responsibility for ongoing equality impact monitoring</p> <p>Monitoring data, complaints, stakeholder feedback, or case reviews will be used to identify any unforeseen adverse impacts at the earliest opportunity. This will primarily be the responsibility of the PSH team but may also involve other Council teams where relevant. Lessons learned will feed into ongoing policy reviews and future Equality Impact Assessments.</p>