

Equality Impact Assessment (EqIA) for Intermediate Rent Housing Maximum Income Threshold

1 Overview

Annual Monitoring Report (AMR) Intermediate Rent Housing Maximum Income Threshold Increase

Stage: Publication of the AMR19

Date of EqIA assessment: 27 February 2024

Please provide a brief outline of the document:

The Annual Monitoring Report (AMR) is prepared to monitor the implementation of the London Plan. AMR19 covers the first monitoring period of the London Plan published in March 2021.

The London Plan paragraph 4.6.8 provides for housing income caps to be reviewed and adjusted through the Annual Monitoring Report.

The majority of the AMR is not subject to an EqIA as it reports datasets and provides some narrative on the implementation of the London Plan. It is noted that the AMR also includes a section for reporting unanticipated equalities impacts.

However, the AMR19 also includes a review and amendment to the housing income caps for intermediate rent products. As such, this element of the AMR requires an Equality Impact Assessment and consideration under the Public Sector Equality Duty. This report provides that assessment.

Background

As part of the draft Affordable Housing LPG consultation, the GLA asked for feedback on a proposal to increase the maximum income threshold for intermediate rent housing from £60,000 to £67,000.

The cap is used to determine the eligibility of households accessing the following forms of intermediate housing: London Living Rent (LLR) and Discount Market Rent (DMR) in Build for Sale (BfS) and Build to Rent (BtR) developments.

The threshold had previously been set at £60,000 since 2017, however since then, median incomes in London have increased which has affected the number of households that are eligible for intermediate rent. This includes households with two or more earners including key workers.

Following this consultation, it has been decided to increase the intermediate rent housing income threshold to £67,000. London Living Rent benchmarks will continue to be updated and published annually by the GLA on a ward basis. The majority of these are below the maximum housing costs applicable under the £67,000 threshold. Maximum housing costs

are subject to the requirement to be no greater than 40 per cent of the net maximum household income and no higher than 80 per cent of market rent. The Mayor's guidance also states that intermediate homes should be secured for a range of household incomes below the upper limit.

Which of the Public Sector Equality Duty (PSED) aims¹, 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

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

No

2 Assessment

The maximum income threshold has not been amended since 2017 which has resulted in fewer households being able to access intermediate rent as incomes have risen. The proposed increase supports the equalities objectives of the London Plan by increasing the income threshold (which determines household eligibility), which will enable a greater number of households, including key workers and those with protected characteristics, to access intermediate rent. While this will increase maximum housing costs, this maximum will still be capped based on the criteria in the plan. Importantly it will improve viability, and therefore the delivery of intermediate rented housing, which is generally more affordable than shared ownership. It will also support the delivery of higher overall levels of affordable housing, including low cost rent housing where this is required.

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

| Annual Monitoring Report 19 | Group(s) that could be impacted |
|--|---|
| Intermediate rent income threshold increase – paragraphs 5.4.10 - 5.4.13 | <p>Positive:</p> <p>Positive impacts are identified for the following groups - Younger adults and older people, disabled, those from ethnic minorities, female headed households, LGBTQ households and households with middle incomes through increased delivery of intermediate housing, and increasing the number of households with protected characteristics that are eligible. Indirect benefits for people with protected characteristics in private rented accommodation as there may be less pressure on this sector and to low income households through the provision of more low-cost rent housing where required due to improved viability. Other groups who may be positively impacted include refugees and asylum seekers.</p> <p>Negative:</p> <p>Households within these groups who are eligible for intermediate rent may be negatively impacted due to higher total housing costs for homes that are set at the maximum income level, however this is mitigated by a range of factors including higher median London incomes, provision of London Living Rent at lower benchmark rents, the London Plan requirement for councils to seek intermediate rent for a range of incomes below the maximum level and other affordability criteria.</p> |

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)² 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, consideration is given to how these could be maximised.

The impacts are scored as follows:

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

Evidence for this assessment is summarised in Appendix A. A summary of engagement is provided at Appendix B. 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 fall in home ownership among Londoners in recent decades has been most acute among younger Londoners. Shared Ownership purchasers are more likely to be young people aged between 25 and 34 compared with London's overall population. The increased intermediate rent housing income threshold will help facilitate the delivery of intermediate housing, including London Living Rent (LLR) and Discount Market Rent (DMR), which is likely to benefit young adults including those that share accommodation with more than one earner (including key workers). (Positive).

There are possible indirect benefits associated with younger households on average incomes moving out of the private rented housing sector. This would free up some capacity in a housing sector that has to meet a significant level of housing demand from households on average and low incomes. For example, local authorities use this housing sector to provide temporary accommodation for households whose homelessness applications are under assessment. They also discharge their local authority duty to rehouse homeless households into this sector. (Positive).

Older people are less likely to benefit from investment in affordable housing aimed at encouraging home ownership, and Shared Ownership purchasers are less likely to include households headed by someone over 55, when compared to the target market. An increase in the availability of intermediate rent housing would provide greater housing options for older people who are not able to afford market housing for sale or rent or shared ownership. There may be indirect benefits for older people living in the private rented housing sector that flow from people moving out of private rented housing into intermediate rent. (Positive)

² See Appendix A and B

Potential negative impacts, mitigations or objective justification and scores

The higher maximum income threshold would increase the maximum housing costs that households will pay (including rents and service charges) where these are secured at the maximum threshold. This includes households in intermediate rent housing with children and younger people and older people. However, median incomes recorded by the Households Below Average Income Survey (which covers households of all incomes) in London have increased which means that more households have a greater level of income to pay for these higher costs³.

In addition, the London Plan states that boroughs should seek to ensure that intermediate housing is provided for households with a range of incomes below the upper limit. The Plan also states that the Mayor's preferred intermediate rent tenure is London Living Rent. The majority of LLR benchmarks are below the maximum housing costs applicable under the £67,000 threshold. Maximum housing costs are also subject to other affordability requirements and should be no greater than 40 per cent of the net maximum household income and no higher than 80 per cent of market rent. (negative - with mitigation)

Relevant PSED aim(s)⁴

- 2

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

Potential positive impacts and scores

The increase in intermediate rent housing income threshold from £60,000 to £67,000 per annum would lead to an increase in the number of working age households comprising someone with a disability which can access intermediate housing tenures. This increase, in percentage terms, is broadly similar to the impact on households that do not comprise a person with a disability. (Strong positive).

The higher threshold will facilitate the delivery of more intermediate housing, including housing for key workers. Key workers are viewed as a key client group for intermediate housing. This would benefit Londoners with a work-limiting disability, 30 percent of whom, are employed in a key worker role. Key workers in London are more likely to have a disability than other workers. (Strong positive).

The application of London Plan policies relating to accessible housing, will provide homes that are accessible and adaptable for wheelchair users. The requirements are that, at least 10 percent of dwellings meet Building Regulation requirement M4(3) and that all other dwellings meet Building Regulation requirement M4(2). The delivery of new build intermediate homes, which can accommodate the needs of wheelchair users, will deliver benefits for households comprising a wheelchair user. (Strong positive).

³ The latest three years cover 2019-20 to 2021-22, and the estimated median gross household income in London for this period is 48,725 (adjusted for inflation) and £47,386 (in current prices).

⁴ See Appendix C for the PSED aims

Disabled people are more likely to live in social rented housing than people without a disability. An increase in the intermediate rent income threshold will not negatively impact people with a disability on a low income who are able to access social rented housing and would improve viability which would increase access to low-cost rent housing where required. (positive)

Potential negative impacts, mitigations or objective justification and scores

The higher maximum income threshold would increase maximum housing costs for households that include someone with a disability which are eligible for intermediate rent (but not low-cost rent housing). However, as noted above, median incomes in London have increased and the London Plan states that boroughs should seek to ensure that intermediate housing is provided for households with a range of incomes below the upper limit. Additionally, London Living Rent benchmarks will continue to be set annually by the GLA, the majority of which are below the maximum costs applicable under the £67,000 threshold. Maximum housing costs are also subject to other affordability requirements as set out above (negative - with mitigation)

Relevant PSED aim(s)

- 2

Gender reassignment

Potential positive impacts and scores

Two key data sources have been used to collate information about households who are eligible for intermediate housing. The first is managed and shared by DLUHC and the second is a report by the GLA into key workers. Neither sources of data collected or reported findings concerning those undergoing gender reassignment. Therefore, it has not been possible to assess the potential impacts specifically on those undergoing gender reassignment.

However, the same positive and negative impacts and mitigating factors as identified above are relevant to those undergoing gender reassignment who are eligible for intermediate rented housing, as well as indirect impacts such as helping to alleviate pressure on the private rented sector. (positive)

Potential negative impacts, mitigations or objective justification and scores

See above (negative, with mitigation)

Relevant PSED aim(s)

2

Marriage and civil partnership

Potential positive impacts and scores

Two key data sources have been used to collate information about households who are eligible for intermediate housing. The first is managed and shared by DLUHC and the second is a report by the GLA into key workers. Neither sources of data collected or

reported findings concerning those who are married or in a civil partnership. Therefore, it has not been possible to assess the potential impacts specifically on those who are married or in a civil partnership.

However, the same positive and negative impacts and mitigating factors as identified above are relevant, as well as indirect impacts such as helping to alleviate pressure on the private rented sector. (positive)

Potential negative impacts, mitigations or objective justification and scores

See above (negative, with mitigation)

Relevant PSED aim(s)

2

Pregnancy and maternity

Potential positive impacts and scores

As above, it has not been possible to assess the potential impacts specifically on those who are pregnant or with maternity responsibilities.

However, the same positive and negative impacts and mitigating factors as identified above are relevant, as well as indirect impacts such as helping to alleviate pressure on the private rented sector. (positive)

Potential negative impacts, mitigations or objective justification and scores

As above (negative, with mitigation)

Relevant PSED aim(s)

2

Race

Potential positive impacts and scores

An increase in the intermediate rent housing income threshold would result in a similar percentage of working age households becoming eligible for this tenure when broken down by ethnicity. The breakdown was for White, Mixed and other ethnicities, Asian and Asian British and Black, African, Caribbean and Black British households. (Strong positive).

The increase in intermediate housing income cap will facilitate the delivery of more intermediate housing, including housing for key workers who are viewed as a key client group for intermediate housing. This would benefit Londoners from Black and Indian backgrounds who are more likely to work in key worker occupations. (Strong positive)

People from Black, Asian and Minority Ethnic (BAME) backgrounds are more likely to live in private rented sector homes in London when compared to the rest of the UK. The increase in the threshold should facilitate indirect benefits to all private renters by helping some people move out of the sector – thereby reducing demand relative to supply.

Black and Asian households are more likely to be living in poverty in London than White households. Also, households headed by someone who is Black are more likely to be owed a homelessness duty by the local authority. The increase in intermediate housing income cap would improve the viability of development and may increase the provision of low-cost rent housing where required, and will have an indirect benefit by helping some people move out of the private sector, reducing demand on that sector relative to supply. (positive).

Potential negative impacts, mitigations or objective justification and scores

The higher maximum income threshold would increase maximum housing costs for households with people from Black, Asian and Minority Ethnic (BAME) backgrounds which are eligible for intermediate rent (but not low-cost rent housing). However, as noted above, median incomes in London have increased and the London Plan states that boroughs should seek to ensure that intermediate housing is provided for households with a range of incomes below the upper limit. Additionally, London Living Rent benchmarks will continue to be set annually by the GLA, the majority of which are below the maximum costs applicable under the £67,000 threshold. Maximum housing costs are also subject to other affordability requirements as set out above (negative - with mitigation)

Relevant PSED aim(s)

- 2

Religion or belief

Potential positive impacts and scores

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

Potential negative impacts, mitigations or objective justification and scores

As above for Race. (Negative, with mitigation).

Relevant PSED aim(s)

- 2

Sex

Potential positive impacts and scores

Women are more likely to be economically inactive, low paid, and/or subject to the poverty that affects single parent families and will benefit particularly from measures which help increase the supply of affordable housing. (Positive)

Female-headed households are equally as likely to move into shared ownership intermediate housing in London as male-headed households. Female-headed households will benefit from the increased delivery of intermediate rent, including LLR and DMR, in London. This is particularly the case because these tenures are more affordable than shared ownership, because they do not require such a large capital deposit (Strong positive).

Women are more likely to be employed in key worker occupations in London than men. Women would benefit from an increased supply of intermediate rent housing targeted at Londoners who are employed as key workers. (Strong positive).

Female-headed lone parent households are more likely to be accepted as statutorily homeless than households composed of male households with no dependent children. The proposed increase in intermediate rent housing threshold may indirectly benefit female-headed lone parent households which are accepted as statutorily homeless as a result of improved development viability which supports the provision of low-cost rent (where required). (Positive).

Potential negative impacts, mitigations or objective justification and scores

Female-headed households have lower incomes on average than male-headed households, so are less likely to be able to afford intermediate rent levels. An increase in the income cap for intermediate rents would exacerbate this.

However, as noted above, median incomes in London have increased and the London Plan states that boroughs should seek to ensure that intermediate housing is provided for households with a range of incomes below the upper limit. Additionally, London Living Rent benchmarks will continue to be set annually by the GLA, the majority of which are below the maximum costs applicable under the £67,000 threshold. Maximum housing costs are also subject to other affordability requirements as set out above (negative - with mitigation)

Relevant PSED aim(s)

- 2

Sexual orientation

Potential positive impacts and scores

Those who are LGBTQ+ may experience discrimination when seeking housing. Younger LGBTQ+ people are more vulnerable to homelessness due to rejection by their families. There is a demand among older LGBTQ+ people for specialist care and retirement housing. Measures which help increase the supply of affordable homes, including intermediate rent, will benefit both groups. (Positive)

Potential negative impacts, mitigations or objective justification and scores

The higher maximum income threshold would increase maximum housing costs for households with people who are LGBTQ+ which are eligible for intermediate rent (but not low-cost rent housing). However, as noted above, median incomes in London have increased and the London Plan states that boroughs should seek to ensure that intermediate housing is provided for households with a range of incomes below the upper limit. Additionally, London Living Rent benchmarks will continue to be set annually by the GLA, the majority of which are below the maximum costs applicable under the £67,000 threshold. Maximum housing costs are also subject to other affordability requirements as set out above (negative - with mitigation)

Relevant PSED aim(s)

- 2

People on low incomes⁵

Potential positive impacts and scores

These proposals will help more people to access intermediate rent housing, including key workers, at a time when fewer people can afford home ownership and rents in the private rented sector have increased. It will facilitate the delivery of an intermediate housing type that is more affordable than shared ownership and accessible to households who cannot afford a deposit or access a mortgage. (Strong positive).

The improved viability benefits will facilitate the delivery of intermediate housing and it will also support the delivery of higher overall levels for affordable housing, including low-cost rent housing, where this is required. (Strong positive).

Potential negative impacts, mitigations or objective justification and scores

The cap increase is justified against an increase in median gross household income in London over recent years. However, not all household incomes will have increased at the same rate as the median figure and half of London's households earn less. Raising the income cap increases competition for intermediate homes for those on lower incomes and would make homes with costs based on the maximum income level less affordable.

However, as noted above, the London Plan states that boroughs should seek to ensure that intermediate housing is provided for households with a range of incomes below the upper limit. Additionally, London Living Rent benchmarks will continue to be set annually by the GLA, the majority of which are below the maximum costs applicable under the £67,000 threshold. Maximum housing costs are also subject to other affordability requirements as set out above (negative - with mitigation)

Relevant PSED aim(s)

- 2

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

Refugees and asylum seekers

Refugees and people seeking asylum are initially housed in hotel accommodation and then in private rental housing pending the outcome of their applications for refugee status.

⁵ 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 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.

Once granted refugee status households are likely to be housed in the private rented housing sector. The proposed intermediate rent housing income cap is unlikely to impact on refugees and asylum seekers directly. The upward pressure on rents may be alleviated if increased delivery of intermediate tenures helps some households to move out of the private rented housing sector. (Positive).

Carers, care leavers and looked after children

The housing needs of carers, care leavers and looked after children are less likely to be met by the intermediate housing sector, because these households are more likely to need low-cost rented housing. These households are less likely to be affected directly by the increase in intermediate housing income cap but may benefit from an increase in low-cost rent housing facilitated by improved development viability (where required and alleviating pressure on the private rented sector. (Positive).

UK Armed Forces Veterans

Veterans might have unique housing needs that result from the dangerous nature of the work they do which means they have particular social housing needs resulting from physical or mental injury, for example, supported housing or a home which provides wheelchair access. These households are less likely to be affected directly by the increase in intermediate housing income cap but may benefit from an increase in low-cost rent housing facilitated by improved development viability (where required and alleviating pressure on the private rented sector. (Positive).

Potential negative impacts, mitigations or objective justification and scores

No impacts identified.

Relevant PSED aim(s)

- 2

2.2 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 (with mitigation) | - | - |
| Disability | Yes | Yes | - | Yes (with mitigation) | - | - |
| Gender reassignment | - | Yes | - | Yes (with mitigation) | - | - |

| Protected characteristic / group | Strongly positive impacts | Positive impacts | Neutral impacts | Negative impacts | Strong negative impacts | Mixed or uncertain impacts |
|----------------------------------|---------------------------|------------------|-----------------|-----------------------|-------------------------|----------------------------|
| Marriage and civil partnership | - | Yes | - | Yes (with mitigation) | - | - |
| Pregnancy and maternity | - | Yes | - | Yes (with mitigation) | - | - |
| Race | Yes | Yes | - | Yes (with mitigation) | - | - |
| Religion and belief | - | Yes | - | Yes (with mitigation) | - | - |
| Sex | Yes | Yes | - | Yes (with mitigation) | - | - |
| Sexual orientation | - | Yes | - | Yes (with mitigation) | - | - |
| People on low incomes | Yes | | - | Yes (with mitigation) | - | - |
| Other groups | - | Yes | - | Yes (with mitigation) | - | - |

Cumulative impacts

N/A

3 Amendments

No changes made due to overall positive impacts and relevant mitigation relating to negative factors.

4 Recommendation

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

| Description | Recommended |
|---|-------------|
| No major change is required: This EqlA has not identified any potential for discrimination or negative impact, and all opportunities to advance equality have been taken. | |
| Adjustments are required to remove adverse impacts identified by the EqlA or better advance equality. | |
| Justify adverse impacts and mitigation or missed opportunities to advance equality and continue. | X |
| Stop, rethink or abandon when the EqlA shows actual or potential unlawful discrimination. | |

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.

6 Appendix A: Evidence Reference and Content

6.1 Evidence

Age

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 30% of the population and 12% are aged 65 or over ([ONS 2021 census](#)).

Around a fifth of London's population is under 16. Over two-thirds, or 6.2 million, are working age (aged 16-64), and less than one in eight are 65 or over (1.1 million). Despite being the smallest age group in London's population, the number of Londoners aged 65 or over is projected to increase by more than 90 per cent between 2019 and 2050, faster than younger age groups (Central Upper Population projection, 94 per cent increase, Central Lower Population projection, 92 per cent increase. Source: GLA Demography, 2020 [Trend Based Projections](#)).

Those aged 16-24 are more likely to be unemployed than those aged 25-64 (ONS/London Datastore, [Unemployment numbers and rates by equalities group](#), LFS).

Younger Londoners face higher housing costs than older groups: those aged 16-29 or 30-49 spend an average of 29 percent of their net income on housing costs, compared to 24 percent for 50-64 year olds and 17 percent 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 (English Housing Survey, 2016/17 to 2018/19). In London, 26 percent of all households with dependent children are considered overcrowded, according to the bedroom standard measure, compared to 4.2 percent of households without dependent children ([ONS, Census 2021: Household Composition Occupancy Rating by region](#)).

At the end of March 2023 there were just over 60,000 homeless households living in temporary accommodation arranged by London boroughs, including 76,970 children (GLA Housing and Land, Housing in London 2023, October 2023). In 2022-23, households with dependent children comprised more than 89 per cent of households accepted as statutorily homeless (DLUHC, [Homelessness Live Tables](#), 2023).

Those under 24 are now less likely to live in the private rental sector than they would have 20 years ago – and more likely to still live at home due to rising costs. Thirty-five percent of households living in the private rental sector in England are aged 25-34. Older people make up an increasing proportion of private renters, so this may change over time ([ONS, UK private rented sector – 2018](#)).

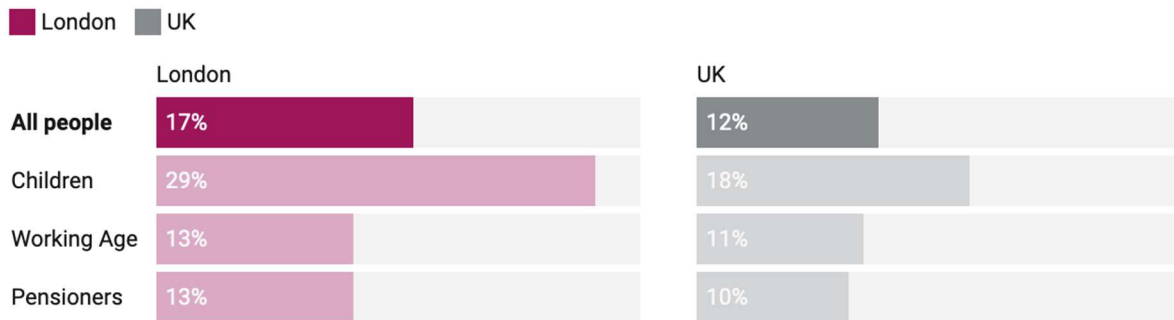
Around one in four children are in persistent poverty. Child poverty overall stands at around 33 percent ([GLA: London Datastore, Poverty in London 2021/22](#)).

The proportion of London's pensioners in poverty is 23 percent, just above that of the working-age population. One in nine London pensioners are living in material deprivation, unable to access the necessities for today's society ([GLA: London Datastore, Poverty in London 2021/22, 27 March 2023](#)).

A higher proportion of older Household Reference Persons aged 65 and over own, rather than rent, their home (67 percent with 33 percent); though 25 percent live in social rented housing ([ONS, Census 2021: Household composition, occupancy rating for bedrooms and tenure of household](#)).

Persistent Low Income

% in persistent poverty after housing costs (2016-2020)



Source: DWP Low Income Dynamics

Chart: GLA Intelligence • Source: London Datastore • [Get the data](#) • [Download image](#)

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](#))

Households accepted as statutorily homeless in London by age

| Age group | 2016/17 | 2017/18 | 2018/19 |
|-----------|---------|---------|---------|
| 16-24 | 16% | 16% | 17% |
| 25-44 | 61% | 60% | 54% |
| 45-64 | 20% | 21% | 25% |
| 65-74 | 2% | 2% | 3% |
| 75 & Over | 1% | 1% | 1% |

Source: [GLA EDI measures August 2020](#)

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

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% |

Source: [GLA EDI measures August 2020](#)

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

Most households moving into Shared Ownership housing in London in 2017/18 were headed by a person aged between 25 and 34 (59%) or 35 and 44 (27%). By contrast, a much larger share of households in the overall London population were headed by older people (Source: MHCLG, Continuous Recording of social housing lettings and sales, 2017/18 footnote 29 [Homes for Londoners: Affordable Homes Programme 2021-2026 Equality Impact Assessment](#)).

Disability

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

- Nearly one in four (24.9 percent) disabled people aged 16-64 years in the UK rent social housing compared with fewer than one in ten (7.9 percent) non-disabled people ([Outcomes for disabled people in the UK 2021](#), ONS).
- In London this proportion rises to nearly one in three (30 percent) ([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 percent in 2013/14 to 16.4 percent in 2020/21. By contrast, the proportion of non-disabled people living with parents is more or less unchanged (up 1 percent from 18.2 percent in 2013/14 to 19.2 percent 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 percent of Londoners who live in families where someone is disabled are living in poverty after housing costs, compared to 26 percent 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).

Eighty percent of working age households in London comprising a person with a disability earn less than £60,000 per annum compared to 54 percent of working age households without a disabled household member. If the income cap were increased to £67,000 per annum the number of working age households with a disabled person that are eligible for intermediate rent would increase by 4 percent to 84 percent. The impact of the increase on households without a disabled person would be to increase eligibility for intermediate housing by 6 percent to 60 percent. (Households by working age classification, disability status and gross household income band – London 2018/19 to 2021/22, GLA analysis of [Households Below Average Income data \(End User dataset\)](#)).

The GLA has undertaken an analysis of the protected characteristics of key workers in London. The findings, based on the recent Government definition of key workers during Covid-19, suggests that 30 percent of employed Londoners with a work-limiting disability are employed in a key worker role. Key workers in London are more likely to have a disability (as defined under the Equality Act) than other workers. (GLA H&L, [Housing Research Note 5, Intermediate Housing: The evidence base, Aug 2020](#)).

Gender reassignment

In 2022-23, the police recorded 4,732 hate crimes against transgender people across England and Wales: an increase of 11 percent from the previous year (Home Office, [Hate crime, England and Wales, 2022 to 2023 second edition](#), updated 2 November 2023). Probable underreporting means this figure is likely low (out of 108,100 responses to the 2017 National LGBT Survey, 88 percent of transgender people did not report the most serious type of incident (Government Equalities Office, [National LGBT Survey: Research report](#), updated 7 February 2019). Transgender people are more likely to experience threats of physical or sexual harassment or violence compared with the LGBT community as a whole (Stop Hate UK, [Transgender Hate](#)).

Stonewall research in 2018 found that 25 percent of trans/non-binary survey respondents were discriminated against when looking for a house or flat to rent or by in the last year. In the survey, 20 percent reported that they had experienced discrimination while looking for a new home (Stonewall, [LGBT in Britain – Trans Report](#), 2018).

Marriage or civil partnership

No relevant data.

Pregnancy and maternity

No relevant data

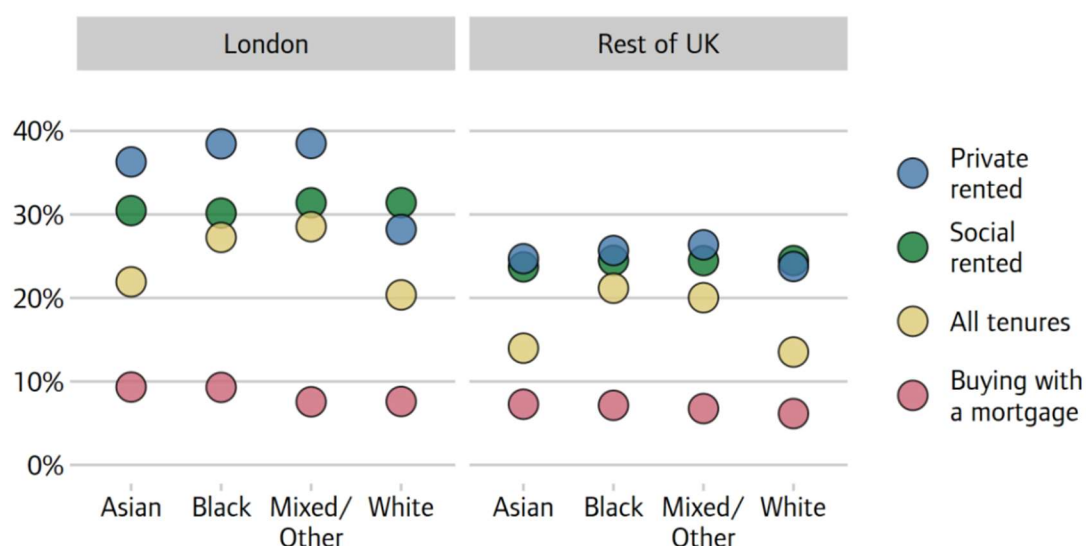
Race

Currently, 39 percent of Black Asian Minority Ethnic (BAME) Londoners live in relative poverty after housing costs, compared to 21 percent 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). Surveys in 2023 found that Londoners from a Black or Asian ethnic background were more likely than people from White, other or mixed ethnicity backgrounds to have struggled to

meet housing payments in the last six months. They were also less confident about meeting them without a struggle in the next six months (GLA, [Housing in London 2023](#), October 2023).

The poverty rate in London, after housing costs, was 38 percent for Black households, and 33 percent for Asian households, compared to 18 percent for White households. For single parents it was 47 percent. Poverty rates also varied significantly across London's boroughs (Trust for London, [Who is in poverty in London?](#), 21 July 2023 (using 2021-22 data)).

So, whilst there is a problem of relative low income (household income before housing costs) in populations with a Black, Asian and mixed/other minority ethnic background, these groups are also more affected by London's high housing costs than White Londoners, as illustrated in the chart below. This particularly shows the issue within the private rental sector, and the insulating effect of home ownership (GLA, [Housing and race equality in London: An analysis of secondary data](#), March 2022).



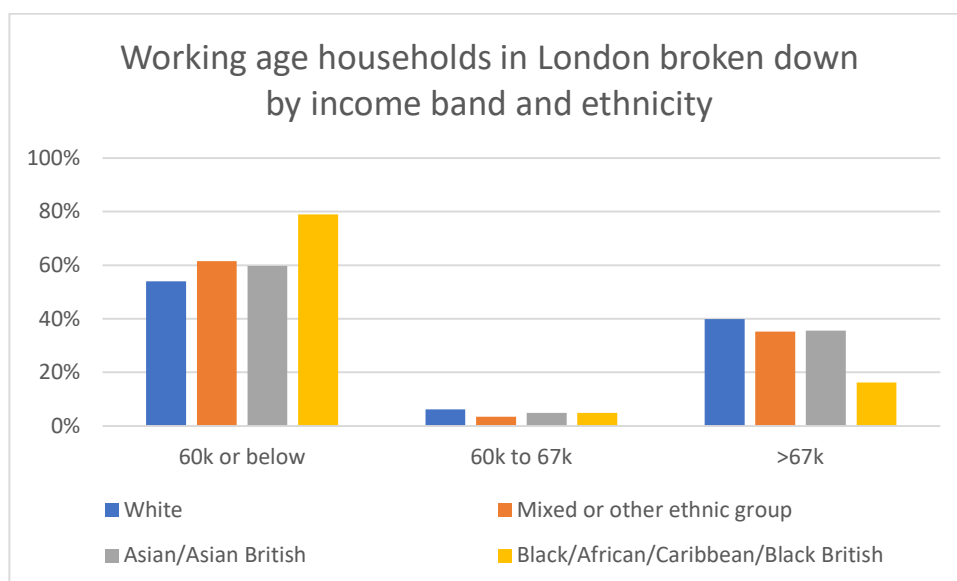
Median of housing costs as a proportion of household income, London and rest of UK 2015-16 to 2019-20. Source: Households Below Average Income

Households in London headed by someone who is Black are significantly more likely than those of other ethnicities to report moving because their landlord ended the tenancy or evicted them. They are also more likely to say they expect to be treated worse by private landlords than people of other races (GLA, [Housing and race equality in London: An analysis of secondary data, March 2022 \(using English Housing Survey 2014-18\)](#)).

Households headed by someone who is Black are around 150 percent more likely to be owed a homelessness duty ([GLA Housing and Land, Housing in London 2023, October 2023](#)).

The impact of an increase in the intermediate housing income cap will be to lift the following percentages of working age households from each ethnic group into eligibility for this type of affordable housing. Six percent of White households, 3 percent mixed or other ethnic group, 5 percent Asian or Asian British and 5 percent Black, African, Caribbean or Black British. This is illustrated in the chart below. The percentage increase is broadly

similar for each ethnic grouping. (Households by working age classification, ethnicity and gross household income band – London 2018/19 to 2021/22, GLA analysis of [Households Below Average Income data \(End User dataset\)](#)).



Religion or belief

To the extent that Londoners holding particular religious beliefs belong disproportionately to Black Asian and Minority Ethnic (BAME) groups (Census 2021), they are likely to experience similar impacts to those identified for BAME backgrounds above.

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.

DLUHC's Continuous Recording of social lettings and sales (CORE) data measures shared ownership intermediate housing data by a range of characteristics, including sex. This shows that an equal share of female-headed households as male-headed households moved into shared ownership intermediate housing in London in 2017/18 (GLA Homes for Londoners: Affordable Homes Programme 2021-2026 Equality Impact Assessment).

Analysis by the GLA, based on the recent Government definition of key workers during Covid-19 showed that 34 percent of women in London worked in key worker occupations, compared to 25 percent of men (GLA H&L, Housing Research Note 5, Intermediate Housing: The evidence base, Aug 2020).

Sexual orientation

The [Census 2021](#) found that 92.5 percent of respondents aged 16 or over answered the question on sexual orientation, while the remaining 7.5 percent chose not to. 89.4 percent of respondents identified as straight or heterosexual. Around 1.5 million people (3.2 percent) identified as gay, lesbian, bisexual, or another sexual orientation (LGB+). 1.5 percent of respondents identified as gay or lesbian (around 748,000) while 1.3 percent (628,000) identified as bisexual. A further 0.3 percent (165,000) people identified with a different sexual orientation. The most common 'other' orientations given in the write-in box were: pansexual (112,000 people), asexual (28,000 people), and queer (15,000 people).

Around 94 percent of respondents aged 16 or over answered the question on gender identity. 93.5 percent of respondents said their gender identity and their sex registered at birth were the same. Around 262,000 people (0.5 percent) said their gender identity and sex registered at birth were different. Not all of those 262,000 people identified explicitly as transgender. Around 48,000 people (0.1 percent) gave their identity as 'trans man' and another 48,000 (0.1 percent) gave their identity as 'trans woman'. 118,000 (0.2 percent) did not provide a write-in response. A further 30,000 identified as non-binary and 18,000 wrote in a different gender identity.

The [census](#) was conducted in March 2021, while Covid-19 restrictions were in place, and this might also have affected the geographical distribution of respondents. For example, [London's population may have been lower than usual at that time](#).⁶

LGBT young people are more likely to find themselves homeless than their non-LGBT peers, comprising up to 24 percent of the youth homeless population in the UK (Albert Kennedy Trust, LGBT Youth Homelessness: UK national scoping, April 2015).

The report [Building Safe Choices 2020: Our voices: LGBT+ later life housing demand in London](#) identifies an unmet demand among older LGBTQ+ people for specialist provision, care and retirement housing (Tonic, June, 2020)

People on low incomes

The latest available gross median London-wide income figure is £48,725 (adjusted for inflation) and £47,386 (in current prices) from the (Households Below Average Income Survey for the period 2019-20 to 2021-22). Applying the change in incomes over the

⁶ [What to expect from the first Census results for London – London Datastore](#)

Not all household incomes have increased at the same rate as the median figure and half of London households earn less than £47,386 (include reference here).

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 refugees, given lack of time to find employment and linked to this, alternative accommodation (Refugee Council, Top facts from the latest statistics on refugees and people seeking asylum).

Carers:

The current cost-of-living crisis means that carers are facing unprecedented pressure on their finances: 25 percent are cutting back on essentials like food or heating and 63 percent 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 percent 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 (DWP, Stat-Xplore (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 percent of unpaid carers are women (Census 2021)).

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

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

6.2 Gaps in evidence

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.

Impact on younger people: The limited availability of specific data on young adults under 21 makes it hard to identify impacts, beyond those that affect households which include children.

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.

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

7 Appendix B: Engagement summary

7.1 Summary of groups engaged and engagement record

The consultation on the Affordable Housing and Development Viability London Plan Guidance, which included the review of the intermediate rent income threshold, ran between 3 May 2023 and 24 July 2023. It was widely publicised, including on the Consult.London platform, with over 1,600 visitors to the consultation platform. Two events were held as webinars, one targeted specifically at borough officers, and one aimed at all stakeholders. A recorded presentation summarising the proposals was made available to be viewed online⁷.

GLA officers attended the London Housing Panel meeting on the 6 June 2023 to discuss aspects of the draft Affordable Housing LPG and the draft Development Viability LPG. The panel represents a number of groups across the city who experience barriers to housing access and individual responses were received from two member organisations.

The Deputy Mayor for Planning Regeneration and Skills, and officers also gave evidence on the draft Guidance to the London Assembly Planning and Regeneration Committee. Officers also presented the guidance at a meeting of the London Forum of Civic and Amenity Societies and to the Development industry at an event arranged through BusinessLDN.

7.2 Engagement record

There were a total of 30 responses to the question relating to the intermediate rent threshold consultation, with the majority of responses received having been submitted by 'Business' and 'London Boroughs'.

Two of the responses were received on behalf of organisations representing particular protected characteristic groups (Age, Sexual Orientation, Gender Reassignment, and Disability).

| Respondent type | Number |
|---------------------------|-----------|
| Business | 14 |
| Campaign group | 2 |
| Government body or agency | 1 |
| London Borough | 9 |
| Professional body | 4 |
| Total | 30 |

⁷ Affordable Housing and Development Viability Guidance - 24 May 2023, available at: <https://www.youtube.com/watch?v=jX1z0Kp9sWE>

The majority of respondents (25) where supportive of the proposal to raise the income cap, with four indicating don't know, and one not supportive.

Do you agree with the proposal to raise the income cap on homes for intermediate rent?



Question options
● Yes ● No ● Don't know

*Optional question (30 response(s), 23 skipped)
Question type: Checkbox Question*

Support for the proposal was primarily on the basis that it would help more people to access intermediate rent at a time when fewer people can afford home ownership and improve development viability.

Some concerns with the proposals were raised that it would make intermediate rent less affordable including for some key workers and that councils may not secure units below the maximum threshold.

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.⁸

⁸ [EHRC Technical Guidance](#)

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;
- 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.