

## Enfield Equality Impact Assessment (EqIA)

### Introduction

The purpose of an Equality Impact Assessment (EqIA) is to help Enfield Council make sure it does not discriminate against service users, residents and staff, and that we promote equality where possible. Completing the assessment is a way to make sure everyone involved in a decision or activity thinks carefully about the likely impact of their work and that we take appropriate action in response to this analysis.

The EqIA provides a way to systematically assess and record the likely equality impact of an activity, policy, strategy, budget change or any other decision.

The assessment helps us to focus on the impact on people who share one of the different nine protected characteristics as defined by the Equality Act 2010 as well as on people who are disadvantaged due to socio-economic factors. The assessment involves anticipating the consequences of the activity or decision on different groups of people and making sure that:

- unlawful discrimination is eliminated
- opportunities for advancing equal opportunities are maximised
- opportunities for fostering good relations are maximised.

The EqIA is carried out by completing this form. To complete it you will need to:

- use local or national research which relates to how the activity/ policy/ strategy/ budget change or decision being made may impact on different people in different ways based on their protected characteristic or socio-economic status;
- where possible, analyse any equality data we have on the people in Enfield who will be affected eg equality data on service users and/or equality data on the Enfield population;
- refer to the engagement and/ or consultation you have carried out with stakeholders, including the community and/or voluntary and community sector groups you consulted and their views. Consider what this engagement showed us about the likely impact of the activity/ policy/ strategy/ budget change or decision on different groups.

The results of the EqIA should be used to inform the proposal/ recommended decision and changes should be made to the proposal/ recommended decision as a result of the assessment where required. Any ongoing/ future mitigating actions required should be set out in the action plan at the end of the assessment.

## Section 1 – Equality analysis details

<b>Title of service activity / policy/ strategy/ budget change/ decision that you are assessing</b>	Proposal to construct a new burial ground on council owned green belt land at Sloemans Farm.
<b>Team/ Department</b>	Commercial Services Team/Finance Department.
<b>Executive Director</b>	Perry Scott
<b>Cabinet Member</b>	Cllr Anyanwu
<b>Author(s) name(s) and contact details</b>	Peter Robinson: peter.robinson@enfield.gov.uk Barry Smart: barry.smart@enfield.gov.uk
<b>Committee name and date of decision</b>	4/4/2024
<b>Date of EqIA completion</b>	3/4/2024

<b>Date the EqIA was reviewed by the Corporate Strategy Service</b>	26.3.2024
<b>Name of Head of Service responsible for implementing the EqIA actions (if any)</b>	Peter Robinson: peter.robinson@enfield.gov.uk
<b>Name of Director who has approved the EqIA</b>	Cheryl Headon

The completed EqIA should be included as an appendix to relevant EMT/ Delegated Authority/ Cabinet/ Council reports regarding the service activity/ policy/ strategy/ budget change/ decision. Decision-makers should be confident that a robust EqIA has taken place, that any necessary mitigating action has been taken and that there are robust arrangements in place to ensure any necessary ongoing actions are delivered.

## Section 2 – Summary of proposal

Please give a brief summary of the proposed service change / policy/ strategy/ budget change/project plan/ key decision

**Please summarise briefly:**

What is the proposed decision or change?  
What are the reasons for the decision or change?  
What outcomes are you hoping to achieve from this change?  
Who will be impacted by the project or change - staff, service users, or the wider community?

The Council's Bereavement Services team provide on average 350 burials per annum within 5 "traditional" cemeteries. The Enfield Burial Needs Assessment 2020 confirms that each year 1020 Enfield residents either require or prefer burial rather than cremation resulting in 670 burials conducted outside of the borough or within private cemeteries.

The proposed project aims to construct a new burial ground within a council owned green belt site at Sloemans Farm, Whitewebbs Lane, Enfield which will widen the current funeral offer to Enfield residents by offering a new local burial ground which will address changing demand.

Office of National Statistics (ONS) predictions that the over 65's population in Enfield will increase by 70% by 2041 placing increased demand on finite resources.

ONS also identified a change in religious demographics which will result in an increasing demand for Muslim and non-religious burials.

In 2011 the GLA identified burial capacity in Enfield as problematical, with some neighbouring boroughs as identified as "full".

Enfield Burial Needs Assessment 2020 identified a shortfall of 15,000 graves in Enfield by 2041 which includes a shortfall of 11,000 Muslim Graves. The report also identified a shortfall of 14,0000 ashes internments.

The Competition Markets Authority Funeral Market Study 2018 identified rising costs of funerals driven by private providers and high demand which has resulted in "funeral poverty". The CMA estimate that those on low incomes of £10,000 per annum pay 40% of their annual salary to fund a funeral.

Ibis World reports in 2017 and 2019 illustrate that demand for natural/woodland burials increased from 2.1% to 4.1% of the total funeral market. 4.1% equates to 104 Enfield residents per annum choosing natural/woodland burial.

The project aims to widen the funeral services offered by Enfield Council to better reflect changing demand. It aims to offer a multi-faith and no faith burial ground that will have areas designed to meet the specific needs of all faiths but with a focus on Muslim burials and for people requiring natural/woodland burials for which there is a shortfall of provision within the borough. Areas will also be set aside to ensure that people who prefer cremation have an appropriate space to

scatter ashes. The new burial ground will return a wider benefit by helping to preserve burial space at existing traditional burial grounds for people requiring Christian or traditional burials. Owning and operating the facility will allow competitive pricing to tackle funeral poverty. Ensuring that residents have access to local facilities within the borough will improve accessibility and support community cohesion.

The project will have a positive impact on the wider community by providing a fair and balanced service that reflects local demand. The new burial ground will also provide direct training and employment opportunities along with generating indirect opportunities at ancillary businesses.

## Section 3 – Equality analysis

This section asks you to consider the potential differential impact of the proposed decision or change on different protected characteristics, and what mitigating actions should be taken to avoid or counteract any negative impact.

According to the Equality Act 2010, protected characteristics are aspects of a person's identity that make them who they are. The law defines 9 protected characteristics:

1. Age
2. Disability
3. Gender reassignment.
4. Marriage and civil partnership.
5. Pregnancy and maternity.
6. Race
7. Religion or belief.
8. Sex
9. Sexual orientation.

At Enfield Council, we also consider care experience and socio-economic status as an additional characteristic.

“Differential impact” means that people of a particular protected characteristic (eg people of a particular age, people with a disability, people of a particular gender, or people from a particular race and religion) will be significantly more affected by the change than other groups. Please consider both potential positive and negative impacts, and provide evidence to explain why this group might be particularly affected. If there is no differential impact for that group, briefly explain why this is not applicable.

Please consider how the proposed change will affect staff, service users or members of the wider community who share one of the following protected characteristics.

**Detailed information and guidance on how to carry out an Equality Impact Assessment is available [here](#). (link to guidance document once approved)**

**Age**

This can refer to people of a specific age e.g. 18-year olds, or age range e.g. 0-18 year olds.

Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people of a specific age or age group (e.g. older or younger people)?

Please provide evidence to explain why this group may be particularly affected.

This proposal will benefit people of all ages through local access to a wider range of funeral options some of which are currently unavailable within the borough.

A local burial ground also reduces travel time and cost which results in improved access which in turn supports people of all ages through the grieving process.

The National Planning Policy Framework (NPPF) considers cemeteries as “acceptable development” on green belt, however due to green belt planning requirements the new burial ground may not support traditional brick chapels and operational buildings and hard paved roads and paths. Therefore, accessibility to buildings, site infrastructure, landscaped areas and the grave side may be challenging for very young children and for some elderly people, this is considered a negative differential impact.

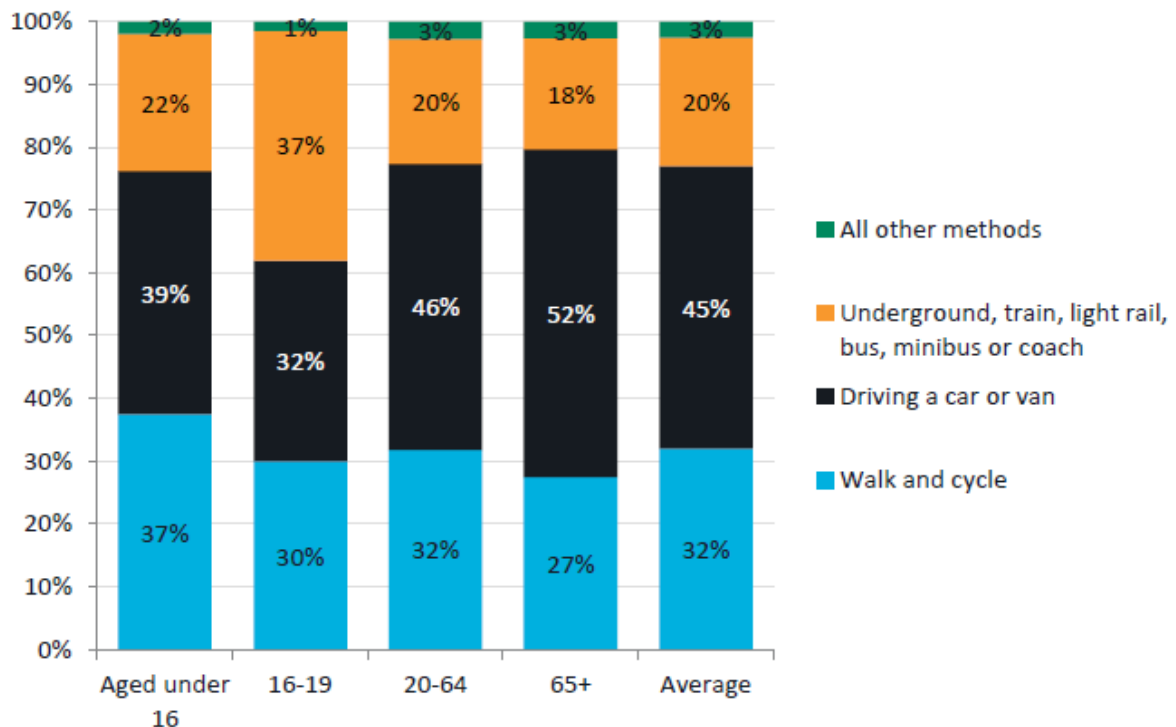


Figure 1 Source: LTDS (2016/17, 2017/18 and 2018/19)

**Mitigating actions to be taken**

Onsite parking, toilets and changing facilities will be available. Buildings and infrastructure will be accessible by design in line with building regulations for disabled and wheeled access where practicable.

Access to the grave side will be supported by mown grass paths, woodchip paths and by electric buggy and/or off-road mobility scooter in areas where accessible construction is not possible.

**Disability**

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

This could include: physical impairment, hearing impairment, visual impairment, learning difficulties, long-standing illness or health condition, mental illness, substance abuse or other impairments.

Will the proposed change to service/policy/budget have a **differential impact [positive or negative]** on people with disabilities?

Please provide evidence to explain why this group may be particularly affected.

A local burial ground reduces travel time and cost which results in improved accessibility.

The National Planning Policy Framework (NPPF) considers cemeteries as "acceptable development" on green belt, however due to green belt planning requirements the new burial ground would not support traditional type brick chapels and operational buildings and hard paved roads and paths. Therefore, accessibility to the buildings, site infrastructure, landscaped areas and the grave side may be challenging for some disabled people and this is considered a negative differential impact.

In Enfield, around a fifth of adults are estimated to have depression or anxiety, while one tenth of children and young people are estimated to have a mental health disorder. This comes at both a human and financial cost: the estimated annual cost of common mental disorders (depression or anxiety) in Enfield is £98 million. Additionally, around two thirds of adults, two fifths of 10-to-11-year-olds and a quarter of 4-to 5-year-olds in the borough are classed as overweight or obese.

People with better access to greenspace enjoy a wide range of health benefits from lower levels of cardiovascular disease through to maintaining a healthier weight and reduced levels of depression.

The proposal seeks make additional green space accessible to residents and this is likely to have a positive impact on people affected by long-term physical and mental health conditions by improving their access to green space.

**Mitigating actions to be taken**

Onsite parking, toilets and changing facilities will be available. Buildings and infrastructure will be accessible by design in line with building regulations for disabled and wheeled access where practicable.

Access to the grave side will be supported by mown grass paths, woodchip paths and by electric buggy and/or off-road mobility scooter in areas where accessible construction is not possible.

Quiet areas will be made accessible for those that require them.

**Gender Reassignment**

This refers to people who 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.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on transgender people?

Please provide evidence to explain why this group may be particularly affected.

It is considered that this proposal is unlikely to have a disproportionate impact on the grounds of sex.

**Mitigating actions to be taken**

No action required.

**Marriage and Civil Partnership**



Marriage and civil partnerships are different ways of legally recognising relationships. The formation of a civil partnership must remain secular, where-as a marriage can be conducted through either religious or civil ceremonies. In the U.K both marriages and civil partnerships can be same sex or mixed sex. Civil partners must be treated the same as married couples on a wide range of legal matters.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people in a marriage or civil partnership?

Please provide evidence to explain why this group may be particularly affected.

The proposal will provide positive differential impact by offering a wider range of plots including graves for; couples and families that reflect the changing needs of the local population.

There may be negative differential impact resulting from the proximity of burials/funerals of people with conflicting beliefs.

**Mitigating actions to be taken**

Negative impact will be considered and mitigated sensitively if it is raised as an issue by those representing the deceased when allocating a burial plot and when scheduling the funeral ceremony.

**Pregnancy and maternity**

Pregnancy refers to 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.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on pregnancy and maternity?

Please provide evidence to explain why this group may be particularly affected.

Onsite parking, toilets and changing facilities will be available. Buildings and infrastructure will be accessible by design in line with building regulations for disabled and wheeled access where practicable.

Accessibility to buildings, site infrastructure, landscaped areas and the grave side may be challenging for people with very young children and for pregnant people, this is considered a negative differential impact.

**Mitigating actions to be taken**

Onsite parking, toilets and changing facilities will be available. Buildings and infrastructure will be accessible by design in line with building regulations for disabled and wheeled access where practicable.

Access to the grave side will be supported by mown grass paths, woodchip paths and by electric buggy and/or off-road mobility scooter in areas where accessible construction is not possible.

A quiet area suitable for breastfeeding will be included in the design.

**Race**

This refers to a group of people defined by their race, colour, and nationality (including citizenship), ethnic or national origins.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people of a certain race?

Please provide evidence to explain why this group may be particularly affected.

Widening the range of burial options currently offered by the council will provide facilities that appeal to a wider range of people. This will reflect the diversity of the population of Enfield which has been identified in the Enfield Burial Needs Assessment 2020. This is a positive differential impact.

**Mitigating actions to be taken**

Further public engagement may be required during the planning process which will allow further study of funeral preferences.

**Religion and belief**

Religion refers to a person's faith (e.g. Buddhism, Islam, Christianity, Judaism, Sikhism, Hinduism). Belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who follow a religion or belief, including lack of belief?

Please provide evidence to explain why this group may be particularly affected.

The proposal will have a positive impact on all religions and beliefs, including those with no religion.

The Enfield Burial Needs Assessment 2020 showed that for some faiths, such as Christians, are predicted to decrease within Enfield over time, burial demand for other faiths, including Muslims, are expected to increase significantly.

	2020 burials per annum	2041 burials per annum
<b>Total</b>	<b>1020</b>	<b>1340</b>
Made up of:		
Christian	300	120
Muslim	490	790
Other	230	430

Current and predicted burial demand in Enfield (from Enfield Burial Needs Assessment 2020)

Enfield Burial Needs Assessment 2020 identified a shortfall in Muslim graves within the borough of 11,000 by 2041. In addition, Ibis World 2019 suggests that an estimated 104 Enfield residents choose natural/woodland burials each year which is a service that is not currently available in Enfield. The new burial ground will have a positive differential impact for these groups.

It will be designed to meet the burial needs of all faiths and/or people of no faith, as specific requirements can be catered for within specific areas of the cemetery without impacting upon other areas. The site is of sufficient size to provide areas that cater for many different burial needs.

**Mitigating actions to be taken**

Burial and cremated remains areas can be segregated or combined as demand dictates. This will be explored at the planning and design phases which may also include further public consultation and soft market testing.

Consultation with the funeral industry and faith representatives will ensure the burial ground is designed to be inclusive for, and representative of, the burial needs of all Enfield residents.

### Sex

Sex refers to whether you are a female or male.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on females or males?

Please provide evidence to explain why this group may be particularly affected.

It is considered that this proposal is unlikely to have a disproportionate impact on the grounds of sex.

### Mitigating actions to be taken

none

### Sexual Orientation

This refers to whether a person is sexually attracted to people of the same sex or a different sex to themselves. Please consider the impact on people who identify as heterosexual, bisexual, gay, lesbian, non-binary or asexual.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people with a particular sexual orientation?

Please provide evidence to explain why this group may be particularly affected.

It is considered that this proposal is unlikely to have a disproportionate impact on the grounds of sexual orientation.

**Mitigating actions to be taken**

none

**Care Experience**

This refers to a person who has spent 13 weeks or more in local authority care.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people with care experience?

Please provide evidence to explain why this group may be particularly affected.

It is considered that this proposal is unlikely to have a disproportionate impact on the grounds of care experience.

**Mitigating actions to be taken**

None

**Socio-economic deprivation**

This refers to people who are disadvantaged due to socio-economic factors e.g. unemployment, low income, low academic qualifications or living in a deprived area, social housing or unstable housing.

Will this change to service/policy/budget have a **differential impact [positive or negative]** on people who are socio-economically disadvantaged?

Please provide evidence to explain why this group may be particularly affected.

The project intends to offer positive differential impact for those on low income through competitive pricing in support of those on low income. This will help the Council to tackle “funeral poverty” reported by the CMA.

Offering a burial ground in Enfield reduces travel time and cost for those on low income. Ensuring people on low income have local, affordable access to burial grounds supports wellbeing through the grieving process.

Employment opportunities will be created within bereavement services and within operations in line with the business case, current demand and predicted growth. It is anticipated that it will have a positive impact on the local economy and local ancillary businesses including; florists, hotels, venue hire and catering.

**Mitigating actions to be taken.**

Low cost burial options will be available.

## Section 4 – Monitoring and review

How do you intend to monitor and review the effects of this proposal?

Who will be responsible for assessing the effects of this proposal?

It is anticipated the project sponsor will be accountable for the project throughout the linear project process. The project sponsor will delegate authority to the project manager through the design and deployment stages and to the service manager through the transition and benefits realisation stages. It will be their responsibility to ensure the aims of the EqIA are met or exceeded at each stage of the project and that progress is reported regularly and at key milestones/gateway decisions in line with the Project Management Plan (PMP).

## Section 5 – Action plan for mitigating actions

Any actions that are already completed should be captured in the equality analysis section above. Any actions that will be implemented once the decision has been made should be captured here.

Identified Issue	Action Required	Lead officer	Timescale/By When	Costs	Review Date/Comments
Accessibility is critical in terms of; achieving planning permission, building regulations and for business viability.	Accessibility is critical and it will be central to design, planning and operation of the burial ground.	Project Manager	Subject to Cabinet approval	Refer to business case	Refer to PMP
Quiet areas for those that require privacy and or containment for a variety of reasons including grieving, disability and breastfeeding will be included by design.	Ensuring that suitable quiet areas are included at design and planning stages.	Project Manager	Subject to Cabinet approval	Refer to business case	Refer to PMP
Public engagement in addition to the Enfield Burial Needs Assessment 2020 will provide a more detailed view of local burial preferences.	Public engagement at planning stage will inform the design and support business viability.	Project Manager	Subject to Cabinet approval	Refer to business case	Refer to PMP



Segregating and/or combining burial areas to suit demand.	Public engagement and soft market testing at planning and design stages will inform the final design and support business viability.	Project Manager	Subject to Cabinet approval	Refer to business case	Refer to PMP
Scheduling funeral services and allocating plots to prevent clashes with people of different beliefs.	Bereavement Services will continue to schedule funerals and allocate plots to ensure funerals provide privacy, dignity and space which prevents congestion and/or clashes.	Service Manager	Subject to Cabinet approval	Refer to business case	Refer to PMP.