

Finance and Resources Committee

2.00pm Thursday, 8 February 2018

Council Revenue Budget Framework (2018–2023) – Impact Assessments

Item number	5.5
Report number	
Executive/routine	
Wards	
Council Commitments	

Executive Summary

This report presents a summary of the main potential equality, rights and environmental impacts of proposals described within the draft Revenue Budget Framework 2018-23, and identifies recommendations for mitigating potential negative equality and rights impacts alongside an assessment of cumulative impacts.

Council Revenue Budget Framework (2018 – 2023) Impact Assessments

1. Recommendations

- 1.1 It is recommended that the members of the Committee:
- 1.1.1 Pay due regard to the potential equality, rights and environmental impacts associated with the revenue budget 2018-23 proposals, and the recommendations to mitigate potential negative impacts;
 - 1.1.2 Consider the cumulative equality, rights and environmental impacts across all revenue budget options; and
 - 1.1.3 Refer this report for consideration at the Council budget-setting meeting on 22 February 2018.
 - 1.1.4 Note that a summary of the principal findings emerging from all Integrated Impact Assessments undertaken will be reported to the Committee's next meeting on 27 March

2. Background

- 2.1 The Council's Draft Revenue Budget Framework 2018/23 sets out a series of savings proposals. This report presents a summary of equality, human rights, carbon, climate change and sustainable development impacts on these proposals, and of associated mitigating actions to address negative impacts, all of which should inform the budget decision on 22 February 2018.
- 2.2 Impact assessment should start as early as possible in the development of any proposal, policy or service. The depth of assessment should reflect the extent to which the proposal, policy or service has been developed. It should therefore be noted that the summary of findings in this report presents a snapshot at a moment in time and further impact assessment will be required for some of the proposals as they are further developed for implementation.
- 2.3 An initial assessment of the anticipated or potential impact of each individual proposal has been undertaken by relevant lead officers and signed off by relevant Heads of Service. These findings are published in each budget proposal template.

- 2.4 The Council continues to impact assess all major changes in policy and services. For context, the 'Equality, Diversity and Rights Framework 2017-2021', commits to develop a new integrated approach to impact assessment. This new approach, called an Integrated Impact Assessment (IIA), in addition to equality, diversity and rights assessments, includes an assessment of poverty, health inequality and environmental impacts. (Environmental impact is an all-encompassing term referring to carbon emissions, climate change adaptation and sustainable development). Integrating the equality, rights and environmental impacts into the assessment for budget proposals therefore aligns this process.
- 2.5 Due regard of such assessments should be given at Council Committees when major decisions are being made. Continual improvement of the budget proposal process, including impact assessment, is a key feature of the annual review.
- 2.6 As well as meeting the requirements of the Equality Act 2010, human and children's rights conventions, and the Climate Change (Scotland) Act 2009, Integrated Impact Assessments enable the Council to assess the positive and negative impacts on people with protected characteristics in the City. They also enable the development of mitigating actions to counteract negative impacts.

3. Main report

- 3.1 There are 44 budget proposals being considered for approval by Council on 22 February 2018. To comply with statutory obligations due regard must be given to the equality impact and environmental impact assessment of budget proposals. To this end budget proposal templates include a requirement to describe the potential equalities, human rights, carbon, climate change adaptation and sustainable development impacts, including proposed mitigating actions.
- 3.2 Many of the budget proposals for 2018-2023 have been considered as having no potential relevant impacts on equality and the environment. All those with identified material potential impacts will require an Integrated Impact Assessment to be completed by the lead officer developing the proposal, throughout the further development and implementation stages of the proposal. A number of these assessments have already been completed and it is anticipated that corresponding recommendations in respect of all relevant approved proposals will be reported to the Finance and Resources Committee on 27 March 2018.
- 3.3 Throughout this process, Finance co-ordinated the development of the budget proposals, with support and advice on equality and environmental impacts provided by the Strategy and Business Planning team where required.
- 3.4 The Council's Strategy and Business Planning team worked with the Insight and Engagement team to co-ordinate stakeholder engagement activities. Organisations, such as EaRN (Equality and Rights Network), working with people with protected characteristics and those with interest or expertise in equalities were encouraged to

participate in these engagement activities. The information gathered from the budget engagement process has been analysed for relevance to the Council's Equality, Diversity and Rights Framework and used as evidence to inform the Integrated Impact Assessment analysis of the budget proposals.

3.5 Summary of the main potential equalities, rights and environmental impacts, including proposed mitigating actions, highlighted in proposal templates

- 3.5.1 Fleet Financing Model (proposal 2) – Procurement of newer vehicles (with increased green fuel potential) will have a positive impact on carbon emission reduction.
- 3.5.2 Reviewing grants and contract management (proposal 6) – There are no identified impacts anticipated, although these will be kept under review, working with each service area.
- 3.5.3 Improving occupational health and wellbeing support for staff (proposal 9)– There are potential equality benefits from procuring a more effective occupational health and employee assistance programme by ensuring that the Council is better placed to support the wellbeing of its workforce. These revised arrangements will enable more timely action to support people who become unwell and are unable to attend work, including individuals who may consider themselves to have a disability or long-term condition within the Council's employment. An Integrated Impact Assessment was undertaken as part of this tendering process
- 3.5.4 Reviewing customer service structures (proposal 11) – An equalities impact may need to be undertaken, subject to the actual posts that may be affected by the proposed employee reduction.
- 3.5.5 Automating major processes and transactions for citizens (proposal 12) – An impact assessment, building on earlier work undertaken as part of the Council's Customer Strategy, may need to be undertaken to ensure the potential implications upon the accessibility to Council services by citizens and any employee impact that may arise from these proposals will be considered and appropriate mitigations implemented.
- 3.5.6 Reviewing Early Years services to deliver efficiencies (proposal 13) – While further work will be undertaken, no material impacts of the proposals are anticipated.
- 3.5.7 Reviewing Disabilities Day Services realignment (proposal 14) - While further work will be undertaken, no material impacts of the proposals are anticipated.
- 3.5.8 Edinburgh Leisure (proposal 15) - While the precise impacts will be determined by the specific means of delivering the proposed saving, no material impacts are anticipated at this stage.

- 3.5.9 Home to School Transport (proposal 16) - More efficient route-planning and, where applicable, use of the Council's internal fleet is expected to contribute positively to carbon emission reductions.
- 3.5.10 Reviewing Communications Structures (proposal 20) - A formal equality impact assessment will be undertaken and will ensure that there is no negative impact. Formal consultation processes with the staff concerned and the relevant trade unions, with professional HR support, will also be undertaken.
- 3.5.11 Reviewing Night Team Delivery arrangements (proposal 23) - Residents would still receive a service, the only change would that Police Scotland would be responding to noise calls rather than the Council. An Integrated Impact Assessment has been completed.
- 3.5.12 Transport Policy Enforcement (proposal 24) - Impact seeks improved outcomes for sustainability, congestion and air quality reporting through enforcement leading to behavioural change.
- 3.5.13 Parking Permits and Pay and Display (proposal 29) - The Council charges permits based on emissions and engine size to try to effect a change to contribute to a reduction in emissions and improvement in air quality.
- 3.5.14 Reviewing Strategy and Insight Structures (proposal 32) - A formal equality impact assessment will be undertaken as part of the organisational review and will ensure that there is no negative impact. Formal consultation processes with the staff concerned and the relevant trade unions, with professional HR support, will also be undertaken.
- 3.5.15 Align Economic Development to new Strategy (proposal 33) - The Council's Economic Strategy is currently being reviewed. The strategy will lead to a rationalisation of the Council's approach to economic development. There will be a stronger focus on high impact outcomes particularly those supporting innovation in business development and promoting fairness and equality.
- 3.5.16 Reviewing Business Support and Shared Services (proposal 34) - An impact assessment of the proposals will be undertaken as these are developed.
- 3.5.17 Public Transport Initiatives (proposal 35) - Better alignment of public transport delivery will improve integration, carbon reduction performance and affordable public transport for low to middle income households.
- 3.5.18 Reviewing property and facilities management (proposal 38) - An equalities impact may need to be undertaken, subject to the actual posts that may be affected by the proposed employee reduction.
- 3.5.19 Reducing Interim Management expenditure (proposal 40) - The potential impact of these proposals will be assessed as they are further developed.

3.5.20 Reviewing Human Resources (proposal 42) - An equalities impact may need to be undertaken, subject to the actual posts that may be affected by the proposed employee reduction and there will be full engagement and consultation with trade unions about these proposals as they develop.

3.5.21 Reviewing Finance and Procurement Structures (proposal 43) - An equalities impact may need to be undertaken, subject to the actual posts that may be affected by the proposed employee reduction.

3.5.22 Reviewing Legal and Risk Structures (proposal 44) - An equalities impact may need to be undertaken, subject to the actual posts that may be affected by the proposed reduction.

Cumulative Impacts

3.6 A large number of this year's budget proposals with equalities, rights and environmental impacts are to review Council structures and/or processes. Five of these proposals were considered to have positive environmental impacts – mainly that of carbon emission reductions, while the remaining proposals concluded that neither positive or negative environmental impacts were foreseen.

3.7 However, a significant consideration is the cumulative impacts on people with protected characteristics as a result of revenue budget proposals, and associated changes to services. For example:

3.7.1 Particular demographics of employees may be more negatively affected overall from employee cost reductions across the Council. (e.g. National concerns have been raised regarding part-time/middle-aged female staff being most affected by recession and austerity). Therefore, some further analysis of who is most likely to be affected by staffing reductions is required and, if appropriate, action identified to mitigate impacts. (This issue would be particularly relevant to:

- Proposal 11 (Reviewing Customer Service structures),
- Proposal 32 (Reviewing Strategy and Insight structures)
- and Proposal 34 (Reviewing Business Support and Shared Services)

3.7.2 In carrying out the Cumulative Integrated Impact Assessment it was noted that more information from the Integrated Impact Assessments on the following 10 proposals will be required:

- Proposal 5: Roundabouts and Verge advertising
- Proposal 6: Reviewing grants and contract management
- Proposal 9: Improving occupational health and wellbeing support for staff
- Proposal 12: Automating major processes and transactions for citizens
- Proposal 14: Reviewing Disabilities Day Services realignment
- Proposal 16: Home to School Transport

- Proposal 20: Reviewing Communications structures
 - Proposal 23: Reviewing Night Team delivery arrangements
 - Proposal 15: Edinburgh Leisure (linked with Proposal 27)
 - Proposal 27: Grounds Maintenance – Edinburgh Leisure (linked with Proposal 15)
- 3.8 In reviewing the proposals it was agreed that groups who may experience a cumulative impact from all the budget proposals going ahead are older people, people with disabilities, people experiencing poverty and potentially people for whom English is not their first language. However, disabled people could potentially be impacted more than any other group.
- 3.9 Lead officers have been asked to provide/share the IIAs ahead of the Finance and Resources Committee report on 27 March 2018. The Cumulative Impact Assessment will be reviewed in light of this information. For example, there could be concern about advertising on roundabouts and verges because drivers could be distracted or confused by additional signs. However, implementation of this proposal will include using the experience of other local authorities and undertaking separate safety audits for each location. This currently is not in the proposal template but would become transparent in an IIA.
- 3.10 In carrying out IIAs, lead officers are also obliged to consider mitigating actions to reduce any negative impact from proposals. These are included in 3.5. However, there are also national or strategic factors that could mitigate against some of the impacts.
- 3.11 The revenue budget framework update included elsewhere on today's agenda advises members of the availability of additional funding relative to current framework assumptions. Application of this funding has the potential to offset any potential negative, or accentuate positive, impacts of the proposals outlined within this report.
- 3.12 Lessons learned from this year's budget preparation will be reviewed and should be incorporated at the earliest opportunity into the budget proposal process for next year.

4. Measures of success

- 4.1 Due regard to the equality and rights impacts has been given to each of the savings, and additional income budget proposals.
- 4.2 The potential equality and rights impacts are taken into account when budget decisions are being made, and recommendations for mitigating negative impacts are implemented and reported on.
- 4.3 The potential carbon emissions, climate change adaptation and sustainable development impacts are taken into account when budget decisions are being made.

- 4.4 The potential cumulative (both annual and incremental) impacts are taken into account, and mitigating actions are identified when each year's budget decisions are being made.
- 4.5 Senior managers across all Service Areas take responsibility and ownership for compliance with Council systems put in place to ensure that statutory duties are met.

5. Financial impact

- 5.5 This report identifies the potential risks in relation to equality, rights and the environment. The Council could be the subject of a legal challenge if these risks are not considered and addressed. Other financial risks relate to savings derived from preventative services which may result in increased demand on other crisis intervention services.

6. Risk, policy, compliance and governance impact

- 6.1 The incorporation of equalities and rights, and carbon impact assessments as an integral part of the budget development process reflects both good practice and compliance with relevant legal duties. This activity enables the Council to highlight any unintended consequences of specific proposals on vulnerable service users, climate change and partnership and prevention activity, increasing the effectiveness of the mitigating actions.
- 6.2 The process is also aligned to wider council and Edinburgh Partnership strategies and plans, enabling more effective prioritising of available resources in a way that best supports the needs of vulnerable service users and groups.

7. Equalities impact

- 7.1 Undertaking equality and rights impact assessment is intended to ensure that any negative impacts, including cumulative impacts, for protected characteristic groups set by the Equality Act 2010 are reduced.
- 7.2 It also ensures that the Equality Act 2010 public sector equality duty is met with regard to (i) eliminating unlawful discrimination, victimisation and harassment; (ii) advancing equality of opportunity and (iii) fostering good relations, and that any infringements on human and children's rights are minimised.

8. Sustainability impact

- 8.1 Carbon impacts assessments have enabled consideration of the public body duties under the Climate Change (Scotland) Act 2009. The findings of these assessments

will also help to achieve a sustainable Edinburgh with regard to progressing climate change, social justice and community wellbeing objectives.

9. Consultation and engagement

- 9.1 Lead officers are required to have utilised a range of evidence gathering, including public involvement where appropriate to draw up proposals and consider their impact.
- 9.2 A Council-wide budget engagement process has also taken place. This has included members of EaRN (The Equality and Rights Network). Feedback was then gathered as part of the budget engagement process.
- 9.3 The cumulative impact assessment is based on the information provided in the proposal templates and from the budget engagement feedback.

10. Background reading/external references

- 10.1 [Equality, Diversity and Rights Framework 2017 - 2021](#)
- 10.2 [Public Bodies Climate Change Duties Reporting](#)
- 10.3 [Revenue Budget Framework 2018/23: Mid-Year Review](#), Finance and Resources Committee, 7 November 2017

Andrew Kerr

Chief Executive Officer

Contact: Laurence Rockey, Head of Strategy and Insight

E-mail: Laurence.rockey@edinburgh.gov.uk | Tel: 0131 469 3493

11. Appendices

- 11.1 Appendix 1 - Integrated Impact Assessment on Cumulative Impact

Section 4 Integrated Impact Assessment

Summary Report Template

Audit Risk level

(Risk level will be added by Equalities Officer)

Each of the numbered sections below must be completed

Interim report	√	Final report	
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(Tick as appropriate)

1. Title of plan, policy or strategy being assessed

The cumulative impact of the Budget Proposals 2018 – 2023

2. What will change as a result of this proposal?

The Revenue Savings proposals aim to provide efficiencies, savings and allow the Council to continue to meet its statutory responsibilities, thereby maximising the level of investment available for priority services.

3. Briefly describe public involvement in this proposal to date and planned

Lead officers are required to have utilised a range of evidence gathering, including public involvement where appropriate to draw up proposals and consider their impact.

A Council wide budget engagement process has also taken place. This has included members of EaRN (The Equality and Rights Network). Feedback was then gathered as part of the budget engagement process.

The cumulative impact assessment is based on the information provided in the proposal templates and from the budget engagement feedback.

4. Date of IIA 11.01.18

5. Who was present at the IIA? Identify facilitator, Lead Officer, report writer and any partnership representative present and main stakeholder (e.g. NHS, Council)

Name	Job Title	Date of IIA training	Email
Julia Sproul (Facilitator)	Senior Strategy and Planning Officer	2017	Julia.sproul@edinburgh.gov.uk
Jenny Fausset	Lead Strategy and Planning Officer	2017	Jenny.fausset@edinburgh.gov.uk
Fraser Rowson (Lead Officer)	Principal Accountant – Corporate Accounts		Fraser.rowson@edinburgh.gov.uk
Ruth Baxendale	Senior Strategy and Planning Officer	2017	Ruth.baxendale@edinburgh.gov.uk

6. Evidence available at the time of the IIA

Evidence	Available?	Comments: what does the evidence tell you?
Data on populations in need		
Data on service uptake/access		
Data on equality outcomes		
Research/literature evidence		

Evidence	Available?	Comments: what does the evidence tell you?
Public/patient/client experience information		
Evidence of inclusive engagement of service users and involvement findings	Yes – The Budget Engagement process	<p>The funding of Edinburgh Leisure attracted comments. Amongst these were general concerns about the impact on public health as a result of withdrawing funding, and a fair amount of feedback that was specifically from and about older people. They felt that Edinburgh Leisure helped them to maintain active lifestyles.</p> <p>Proposals to charge for garden waste collection have led to some concerns where it seems likely that charging for garden waste collection would result in some reduction in recycling, some increase in landfill, and some contamination of other (non-garden waste) recycling.</p>
Evidence of unmet need		
Good practice guidelines		
Environmental data		
Risk from cumulative impacts	Yes	<p>Information on impacts for each proposal provided by respective Lead Officers have been used to undertake this cumulative impact assessment. This has highlighted the potential for adverse impacts on people with disabilities. Further work will be done by March 2018 to determine the level of cumulative impact across the full range of savings proposals.</p>
Other (please specify)	Professional expertise	<p>Groups that may experience a cumulative impact from all the budget proposals going ahead are older people, people with disabilities, people experiencing poverty and potentially people for whom English is not their</p>

Evidence	Available?	Comments: what does the evidence tell you?
		first language
Additional evidence required	Yes	<p>Integrated Impact Assessments are anticipated for some individual proposals. Namely:</p> <ul style="list-style-type: none"> ▪ Proposal 5: Roundabouts and Verge advertising ▪ Proposal 6: Reviewing grants and contract management ▪ Proposal 9: Improving occupational health and wellbeing support for staff ▪ Proposal 12: Automating major processes and transactions for citizens ▪ Proposal 14: Reviewing Disabilities Day Services realignment ▪ Proposal 16: Home to School Transport ▪ Proposal 20: Reviewing Communications structures ▪ Proposal 23: Reviewing Night Team delivery arrangements ▪ Proposal 15: Edinburgh Leisure (linked with Proposal 27) ▪ Proposal 27: Grounds Maintenance – Edinburgh Leisure (linked with Proposal 15) <p>This additional information will be used in the assessment of the cumulative impact of the proposals, noted above.</p>

7. In summary, what impacts were identified and which groups will they affect?

Negative	
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8. Is any part of this policy/ service to be carried out wholly or partly by contractors and how will equality, human rights including children’s rights , environmental and sustainability issues be addressed?

Some proposals will involve third parties e.g. Edinburgh Leisure. Third parties will be expected to carry out Integrated Impact Assessments where required.

9. Consider how you will communicate information about this policy/ service change to children and young people and those affected by hearing loss, speech impairment, low level literacy or numeracy, learning difficulties or English as a second language? Please provide a summary of the communications plan.

The Insight and Engagement team with the Communications team will be responsible for communicating the result of budget proposal decisions by elected members

10. Is the policy a qualifying Policy, Programme or Strategy as defined by The Environmental Impact Assessment (Scotland) Act 2005? (see Section 4)

No

11. Additional Information and Evidence Required

If further evidence is required, please note how it will be gathered. If appropriate, mark this report as interim and submit updated final report once further evidence has been gathered.

Lead officers have been asked to provide Integrated Impact Assessments for the following proposals:

- Proposal 5: Roundabouts and Verge advertising

- Proposal 6: Reviewing grants and contract management
- Proposal 9: Improving occupational health and wellbeing support for staff
- Proposal 12: Automating major processes and transactions for citizens
- Proposal 14: Reviewing Disabilities Day Services realignment
- Proposal 16: Home to School Transport
- Proposal 20: Reviewing Communications structures
- Proposal 23: Reviewing Night Team delivery arrangements

- Proposal 15: Edinburgh Leisure (linked with Proposal 27)
- Proposal 27: Grounds Maintenance – Edinburgh Leisure (linked with Proposal 15)

Strategy and Insight will use the full set of IIAs along with the identified mitigation actions, to determine the level of cumulative impact across the full range of savings proposals, as noted above.

12. Recommendations (these should be drawn from 6 – 11 above)

- Lead officers will be made aware of proposals where an Integrated Impact Assessment is anticipated.
- Lead officers responsible for developing the budget proposals should share the relevant respective integrated impact assessments to date and continue to refine them as the proposal develops through the planning and implementation process.
- When refining Integrated Impact Assessments particular consideration should be given to mitigating actions to reduce any negative impact on elderly people, disabled people, people experiencing poverty and people whose first language is not English.

13. Specific to this IIA only, what actions have been, or will be, undertaken and by when? Please complete:

Specific actions (as a result of the IIA which may include financial implications, mitigating actions and risks of cumulative impacts)	Who will take them forward (name and contact details)	Deadline for progressing	Review date
Ensure economic impact is recorded in budget proposal templates in future	Principal Accountant, Corporate	October 2018	February 2019

Specific actions (as a result of the IIA which may include financial implications, mitigating actions and risks of cumulative impacts)	Who will take them forward (name and contact details)	Deadline for progressing	Review date
	Accounts		
Integrated Impact Assessments for budget proposals are published and reviewed as appropriate as the proposals develop	Lead Officers	March 2018	October 2019
Co-ordination of Lead Officers to complete Integrated Impact Assessments	Principal Account, Corporate Accounts	March 2018	October 2019
Consider mitigating actions to reduce any negative impact on elderly people, disabled people, people experiencing poverty and people whose first language is not English.	Lead Officers developing respective proposals	October 2018	February 2019

14. How will you monitor how this policy, plan or strategy affects different groups, including people with protected characteristics?

Principal Accountant, Corporate Accounts, Resources will have oversight of the budget proposals and respective impact assessments. Strategy and Insight team will be called upon for advice and support where appropriate.

15. Sign off by Head of Service

Name Laurence Rockey

Date 1 February 2018