

The City of Edinburgh Council

10.00am, Thursday, 21 February 2019

Council Revenue Budget Framework (2019-2020) – Integrated Impact Assessments

Item number	4.1
Report number	
Executive/routine	
Wards	
Council Commitments	

Executive Summary

This report presents a summary of the main equality, rights, environmental and economic impacts of the 2019/2020 budget proposals and identifies recommendations for mitigating potential negative impacts alongside an assessment of cumulative impacts.

Council Revenue Budget Framework (2019-2020) – Integrated Impact Assessments

1. Recommendations

- 1.1 It is recommended that members of the Council:
- 1.1.1 pay due regard to the potential equality, rights, sustainability, environmental and economic impacts associated with the revenue budget 2019-2023 proposals for 2019/2020, and the recommendations to mitigate potential negative impacts; and consider the cumulative equality, rights, sustainability, environmental and economic impacts across all revenue budget options.

2. Background

- 2.1 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 potential impact of budget proposals and service redesign on people who share protected characteristics in the City. They also enable the development of mitigating actions where necessary.
- 2.2 In order to manage the financial and non-financial challenges over the next four years the council has developed the Change Strategy. This change strategy was considered along with the Draft Revenue Budget Framework 2019/2023 by Finance and Resources Committee on 1 February. This report presents a summary of equality, diversity, human rights, carbon, climate change, sustainable development, health inequality, poverty and economic impacts of the proposals with associated savings for 2019/2020 and of associated mitigating actions where necessary. These findings should inform the budget decision at full Council on 21-February 2019.
- 2.3 The Council's approach to the integrated impact assessment process is aligned to the wider Equality Diversity and Rights Framework 2017 – 2021. In addition to equality, diversity and rights assessment, it 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).
- 2.4 An integrated impact 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. The Council's policy and change teams have supported officers across departments to complete integrated impact assessments with
- 2.4.1 2 IIA training sessions in November open to any Council and NHS staff,
 - 2.4.2 a bespoke briefing session offered to identified proposal sponsors on 5 September 2018,
 - 2.4.3 a follow up session on 23 January 2019, and
 - 2.4.4 written guidance, examples, and supporting information all available on the Orb.
- 2.5 An Equality, Diversity and Rights (EDR) Advisors Network has also been established and is being trained to support relevant service areas on equality, diversity and rights issues in relation to impact assessments.
- 2.6 Stakeholder engagement activities have been conducted in partnership with EaRN (Equality and Rights Network) who work with people who share protected characteristics and those with an interest or expertise in equalities. Any relevant feedback from the engagement activity is provided to proposal sponsors for consideration in the impact assessment process and in further development of the proposal
- 2.7 The findings are summarised below and are published on the [Council website](#). Due regard of such assessments should be given by elected members when making budget decisions.

3. Main report

- 3.1 The incorporation of equality, rights, economic 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 identify and address any unintended consequences of specific proposals on specific groups of service users including those most vulnerable, climate change and partnership and prevention activity, increasing the effectiveness of the mitigating actions.
- 3.2 It is inevitable that a £33m reduction in Council spending will have an impact on the organisation and its services. This saving whilst significant, should be considered in the broader context which is that the Council has an overall budget of £960M that can also continue to make significant impact on and improvement to equality, rights, economic and carbon.
- 3.3 There are 58 budget proposals being considered for approval by Council on 21 February 2019. To comply with statutory obligations due regard was given to the equality, environmental and economic impact assessment of budget proposals with savings assigned to 2019/2020.
- 3.4 27 Integrated impact statements have been completed where the budget proposals for 2019-2020 were considered as having no potential relevant impact on equality,

economy and the environment or it is not possible to assess impact at this early stage in the development of the proposal and an IIA is planned at a later date. 31 integrated impact assessments have been completed and these can be directly accessed on the Council website

http://www.edinburgh.gov.uk/directory_record/1074392/ia_budget_proposals_2019-2020

3.5 Where change proposals are in early stages of development, there may be a requirement to do further iterations of the integrated impact assessment. The impact assessments are listed for ease below:

- 3.5.1 Improved Approach to Street and Environmental Enforcement
- 3.5.2 Edinburgh Leisure
- 3.5.3 Localities Phase Two
- 3.5.4 Asset Management Strategy and Service Re-provisioning
- 3.5.5 Parking Action Plan Phase Two
- 3.5.6 Enabling Educational Efficiencies - Third Party Grants
- 3.5.7 Early Years - teachers allocated to local authority early years settings
- 3.5.8 Early Years – management of Nursery Schools and Primary Schools
- 3.5.9 Commercialism and Income Maximisation - Full Cost Recovery
- 3.5.10 Commercialism and Income Maximisation - Statutory Consents
- 3.5.11 Commercialism and Income Maximisation - Pre-Planning Applications
- 3.5.12 Print and Mail Strategy
- 3.5.13 Invest in Revenue Collection Officers
- 3.5.14 Invest to reduce temporary accommodation void rates
- 3.5.15 Adoption of Scottish Government Framework for Electricity and Gas
- 3.5.16 Re-provision of Public Conveniences
- 3.5.17 Third Party commissioned services
- 3.5.18 Efficiencies in the delivery of accommodated children’s services
- 3.5.19 Library Service – reduce book fund
- 3.5.20 Communities and Families – Management Savings
- 3.5.21 Heritage Language
- 3.5.22 Review small grants and awards
- 3.5.23 Police Funding
- 3.5.24 ASN Adaptations to mainstream schools
- 3.5.25 Support for Learning - Management
- 3.5.26 ICT Partnership Contract Optimisation

3.5.27 Tourism and Marketing Reform

3.5.28 New Ways of Working – Public Safety and Business Continuity

3.5.29 ICT Solutions Organisational Review

3.5.30 Business Support Services Review

3.5.31 Economic Development Review

Cumulative Impacts

- 3.6 Key findings suggest that the cumulative impact was limited across all proposals. Where a particular group was identified it usually applied to only one or two proposals in total. The cumulative impact analysis provides further detail but in the round key findings suggest that the greatest impact of these proposals will be felt on older people, children and young people and those from black and minority ethnic communities in addition to vulnerable groups generally such as those experiencing poverty or from disadvantaged communities. The negative impacts identified were generally concerned with potentially being unable to access services and the consequences of this e.g. greater isolation or poorer wellbeing.
- 3.7 In carrying out IIAs, Proposal Sponsors are also obliged to consider mitigating actions to reduce any negative impact from proposals which is provided in the specific assessments. However, there are also national or strategic factors that could mitigate against some of the impacts, including significant and sustained national investment in both supporting early learning and childcare expansion and targeting a reduction of the education-related attainment gap in schools.
- 3.8 Several proposals in this year's budget concerned a review of Council structures and/or processes. Impact Assessment is undertaken for each significant restructuring of service involving employee reduction including engagement and consultation with trade unions about these proposals as they develop. Staff are the main group affected by these changes. Human Resources is responsible for monitoring the cumulative effect of those affected by staffing reductions and, if appropriate, identifying action to mitigate impacts.
- 3.9 If any other impacts on equality and rights are identified as part of the consultation process, Proposal Sponsors should take account of these in their Interim IIAs and the Cumulative IIA will be updated accordingly and if appropriate shared with a relevant committee.

4. Measures of success

- 4.1 Due regard to the equality, rights, environment and economic impacts has been given to each of the 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 in to 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

- 5.1 This report identifies the potential risks in relation to equality, rights, environment and economy. 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 equality, rights, economic 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 identify and address any unintended consequences of specific proposals on specific groups of service users including those most vulnerable, climate change and partnership and prevention activity, increasing the effectiveness of the mitigating actions.
- 6.2 The process has been aligned with the Council's long-term Change Strategy and also with the 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 Integrated Impact Assessments that include assessment of impact on equality 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 impact 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 Budget sponsors 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 the Equality and Rights Network (EaRN) 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.
- 9.4 Further engagement is being undertaken on the detail of the proposals and any relevant feedback will be passed on to Budget Sponsors in order for IIAs to be updated and proposals amended accordingly.

10. Background reading/external references

- 10.1 [City of Edinburgh Council Equality, Diversity and Rights Framework 2017 – 2021](#)
- 10.2 [Public Bodies Climate Change Duties Reporting](#)
- 10.3 [Council Change Strategy: Planning for Change and Delivering Services 2019/23](#), Finance and Resources Committee, 1 February 2019

Andrew Kerr

Chief Executive

Contact: Laurence Rockey, Head of Strategy and Communications

E-mail: Laurence.rockey@edinburgh.gov.uk | Tel: 0131 4693493

11. Appendices

11.1 Appendix 1 – Integrated Impact Assessment on Cumulative Impact of 2019/2020 Budget Proposals

Section 4 Integrated Impact Assessment

Summary Report Template

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

Cumulative Integrated Impact Assessment on Budget Proposals 2019 - 2020

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

In order to ensure our engagement process was representative and accessible to all, several engagement sessions were conducted in all areas of the city. This involved recruiting participants both online and out on the street and included individuals of all age ranges. One of the engagement sessions was held with Equalities and Rights Network (EaRN) whose members have an interest in Equalities or lived experience sharing a protected characteristic and three were held with groups of individuals with learning disabilities.

Two phases of public consultation have been held: 01 October – 07 December 2018 and 18th January – 11th Feb 2019, in addition to specific engagements undertaken by service areas on individual budget proposals.

4. Date of IIA

06.02.19

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
Fiona MacLeod	Senior Policy and Insight Officer	Sept 5th 2018 and Jan 23rd 2019	Fiona.macleod@edinburgh.gov.uk
Ruth Baxendale	Senior Policy and Insight Officer	IIA trainer	Ruth.baxendale@edinburgh.gov.uk
Fraser Rowson	Principal Accountant – Corporate Accounts, Resources	Sept 5th 2018 and Jan 23rd 2019	Fraser.rowson@edinburgh.gov.uk
Julia Sproul	Senior Policy and Insight Officer	IIA trainer	Julia.Sproul@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		N/A for cumulative IIA
Data on service uptake/access		N/A for cumulative IIA
Data on equality outcomes		N/A for cumulative IIA
Research/literature evidence		N/A for cumulative IIA

Evidence	Available?	Comments: what does the evidence tell you?
Public/patient/client experience information		N/A for cumulative IIA
Evidence of inclusive engagement of service users and involvement findings	Yes – The Budget Engagement process	<p>Respondents expressed concern regarding the consequences of further cuts to services for the city as a whole, but especially for vulnerable groups – in particular children and young people, individuals with disabilities, and the elderly.</p> <p>Respondents highlighted the problems many would encounter if public toilets were closed, especially those with a disability and the elderly.</p> <p>Edinburgh Leisure was viewed as important in maintaining wellbeing both physically and mentally. Budget cuts to this service were viewed as harmful to those with a physical or mental disability and it was felt that this would only create further cost issues elsewhere.</p> <p>Marketing Edinburgh was identified as supporting economic growth and jobs in the city and specifically within tourism</p>
Evidence of unmet need		N/A for cumulative IIA
Good practice guidelines		N/A for cumulative IIA
Environmental data		N/A for cumulative IIA
Risk from cumulative impacts	Yes	Information on impacts for each proposal provided by respective Lead Officers have been used to undertake this cumulative impact assessment.
Other (please specify)		N/A for cumulative IIA

Evidence	Available?	Comments: what does the evidence tell you?
Additional evidence required		N/A for cumulative IIA

All evidence and data relevant to specific proposals were listed in corresponding IIAs. All Budget Proposal IIAs received were used as the basis for the Cumulative Integrated Impact Assessment. The team received:

- 27 statements justifying why an IIA was not necessary for the respective proposal
- 31 IIAs

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

<u>Equality, Health and Wellbeing and Human Rights</u>		<u>Affected populations</u>
Positive	<p>The Council proposals seek to ensure as far as possible that all citizens can positively benefit from change proposals for example from proposals for redesign that result in better and more accessible facilities and services.</p> <p>This is done from the premise that change can mean different provision rather than less provision and that reconfiguring services and service hubs is one way in which the council can seek to protect front line capacity.</p> <p>In particular, there is an emphasis across proposals on providing greater opportunities for local communities to contribute to improving their local areas by increasing focus on community empowerment, engagement & planning including making informed choices on service groupings in community buildings such as public conveniences, library services and museums.</p> <p>For staff, equality compliance will ensure staff are treated fairly and not discriminated against. Opportunities will continue to allow flexible working</p>	All groups (including staff)

	<p>& part-time working in line with Council policies. Some proposals will result in more motivated and upskilled staff with opportunities for career progression, improved wellbeing and reduced heavy lifting.</p>	
	<p>Specific groups where a positive impact was identified included homeless people (accessing better cooking facilities and food storage), People experiencing poverty (receiving income maximisation support), Children and Young People (greater access to degree qualified staff in the early years, more integrated child and family services, equity achieved across residential services).</p>	<p>Homeless People</p> <p>People experiencing poverty</p> <p>Children and Young People</p>
Negative	<p>Given the scale of spending reductions there were a number of proposals where IIAs have identified negative impacts on people with protected characteristics.</p> <p>These tend to be related to specific instances of change although overall, those with mobility challenges and those who may have communication difficulties for a number of reasons may be at a general disadvantage in terms of understanding and responding to proposals for change and in accessing new or different service locations.</p>	<p>People with mobility issues</p> <p>Non-English Speakers</p>

	<p>There are proposals which may have a potential negative impact from a change or reduction of service, where services are targeted toward a particular group such as support for mental health issues, acquisition of a heritage language, or adjustment in accommodated children's services. These may impact different groups of children and young people but with intersectionality across the groups there may be a cumulative impact.</p>	<p>Children with mental health issues</p> <p>Children from families whose first language is not English</p> <p>Looked After Children</p>
	<p>In the round, savings proposals which increase the costs associated with accessing services (through travel) or those proposals seeking to increase council income (through increased charges) may have a cumulative impact on those in poverty or with low levels of family income.</p> <p>Greater isolation and reduced community activity and access to technology is a risk – particularly for those with no personal internet access or online skills.</p> <p>The council will need to take individual actions to mitigate this but will also look to address this more broadly across the council with the support of the poverty commission.</p>	<p>Older People</p> <p>People experiencing poverty</p>

Environment and Sustainability		Affected populations
Positive	<p>There are many proposals where IIAs have identified positive impacts on reducing greenhouse gas emissions, encouraging modal shift to active and public transport modes, waste and resource use reductions and improvements to the public realm. This is often a key objective of change proposals</p>	All Groups

<p>Negative</p>	<p>There is a cumulative risk associated with the number of proposals relating to the capital assets of the council given that there may be limited options available to repurpose certain Council owned buildings.</p> <p>Increased parking charges and Sunday parking restrictions could lead to displacement of parking into nearby unrestricted streets rather than a reduction in car use or increased income.</p> <p>Charging for pre-planning application advice could lead to reduced use of this service with potential reductions in development environmental standards or opportunities for environmental improvements missed by missing out on this pre-planning stage.</p>	<p>All Groups</p>
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<p>Economic</p>	<p>Affected populations</p>	
<p>Positive</p>	<p>The cumulative impact of a number of the proposals would be revenue gain to Council from increased collection of fines to offset savings requirements and to reinvest in services</p> <p>All citizens can expect to benefit from an increase in the quality and access to identified services, and proposed enhancement to public areas which should encourage greater use and footfall.</p> <p>Proposals that seek to protect service accessibility and availability such as the library sources aim to enhance literacy, skills potential and support for those without digital access. This supports income maximisation, educational attainment and those seeking employment.</p>	<p>All groups</p> <p>Young people</p>
<p>Negative</p>	<p>Uncertainty over the Council's Economic Development Service and Marketing Edinburgh activity could have a negative impact on the business community as could uncertainty over Council run or contracted out employability services and services that support local businesses</p>	<p>All groups</p>

	Inclusive growth could be negatively impacted and poverty and inequality increased if more fines and charges fall on low income communities.	Low income
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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?

Implementation of a number of proposals will involve close working with partners. Relevant plans will be taken forward either within existing frameworks taking due account of equality, human rights, environmental and sustainability issues or be jointly scoped with the organisations concerned. A specific engagement plan will be agreed to take forward the building location and functions aspects of the Asset Management Strategy, with the tendering process placing particular emphasis on contractors’ ability to access hard-to-reach groups.

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

Changes will be communicated by the service affected using methods that are considered appropriate to the range of audiences, as well as being proportionate. The Edinburgh (City of Edinburgh Council and Health and Social Care Partnership) BSL plan demonstrates commitment to improve services for BSL users with actions planned across a range of themes and services. The Council’s Interpretation and Translation services also continue to be used by those who need this service.

10. Does the policy concern agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecommunications, tourism, town and country planning or land use? If yes, an SEA should be completed, and the impacts identified in the IIA should be included in this.

Some of the proposals may require an SEA e.g. proposals on transport and waste.

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.

IIAs for proposals that may be at a formative stage at this point will need to be reviewed in due course on an ongoing basis. Ongoing efficiency work across the council will also have to be cognisant of impact on equalities, sustainability and economy.

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

Those proposals still in early development phase should continue to update their IIAs after public consultations as appropriate.

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
Consideration should be given as to how these proposals, their impact and the cumulative impact relate to proposals presented by the Integration Joint Board	Elected Members	Ongoing	
Elected members should consider the results of the Budget Proposal IIAs including this cumulative IIA. The £8m reduction in savings requirement in Year 1 as a result of the revised Scottish Government Settlement may allow some of the proposals not to be taken forward and/or additional investment in mitigating actions to be undertaken.	Elected Members	February 2019	
Implementation of the Poverty Commission Proposals will	Elected Members and Corporate	Dec 2018 – Dec 2019	Dec 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
mitigate against some negative impact on people who are experiencing poverty and positively contribute to addressing poverty in the city	Leadership Team		
The Change Strategy has 'reducing inequality' as one of its key pillars in addition to 'prevention'. Implementation of this strategy will ensure mitigations actions are taken against any negative impacts arising from implementation of the budget proposals. The Change Team should ensure equalities is mainstreamed throughout the strategy and during implementation of this strategy in order to mitigate against any negative impacts identified in this IIA.	The Change Team	2019 - 2023	On-going
There are specific actions in individual proposals to mitigate against negative impacts. For example Parking Action Plan, Localities Phase 2. Many IIAs mention further consultation and the development of communications plans as proposals progress.	Relevant lead officers for budget proposals.	March 2020	March 2020

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

All relevant service areas will put in place appropriate monitoring for implementation of relevant proposals. This should include how the proposals are affecting different groups who share protected characteristics.

15. Sign off by Head of Service/ Project Lead

Name

Date

16. Publication

Send completed IIA for publication on the relevant website for your organisation.

- The City of Edinburgh Council

Completed impact assessments should be forwarded to Strategyandbusinessplanning@edinburgh.gov.uk to be published on the Council website.