

Equality Impact Assessment Budget 2012-2013

Introduction

This paper outlines the equality analysis and impact assessment of the Budget and Council Tax 2012/ 13 (as detailed in Executive Board Report dated 10th February 2012). The lead person for this equality impact assessment was Alan Gay, Director of Resources. Members of the Assessment Team were :

| | |
|----------------|--------------------------------------|
| Doug Meeson | Chief Officer (Financial Management) |
| Helen Mylan | Head of Finance – Resources |
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Overview

The Government's emergency Budget in June 2010 and the Comprehensive Spending Review 2010 set out the Government's deficit reduction plan in order to reduce the nation's budget deficit.

The Council's 2011/12 budget was produced in the face of an unprecedented challenge and, as reported last year, it will be difficult, if not impossible, for the council to maintain services at their 2010 level in the context of the reductions proposed in the period 2011 – 2015.

As a consequence of this, local government is facing a very different environment to that which it has operated within in recent times. This is partly due to the Government's priority of reducing the deficit within public finances, but also reflects the Government's new policy agenda. At the same time we need to recognise that society's needs and aspirations continue to increase and change.

How local government overall as a sector, as well as individual authorities, respond to these new challenges will be key to the future. It is clear that councils cannot deliver any of their services and objectives alone, and the reality is that the best cities and towns will need to combine the best values of all sectors: the accountability, fairness and public service ethos of local government, the connection with local people of the Third Sector, and the efficiency and dynamism of the private sector.

Councils will need to change to become much more enterprising, entrepreneurial and responsive to their local communities, whilst retaining their role as major employers, service providers and democratically-mandated leaders. This new role will demand a new 'social contract' with local people to help make local places more liveable. It will also require businesses to play a more active role as corporate citizens and the Third Sector to act as a catalyst for connecting with local people.

The financial year 2012/13 is the second year of the current Comprehensive Spending Review and once again the council's funding from government will reduce by approximately £26m. With inflation running at 5 per cent and growing demands for services in both Children's and Adult Social Care, cost pressures of £29m have been identified which means that savings in the order of and/or efficiencies of £55m will have to be made in 2012/13.

Scope

The Equality Act 2010 requires public bodies to give due regard to equality. The council is committed to ending unlawful discrimination, harassment and victimisation and to advancing equal opportunities and fostering good relations.

In order to achieve this we need to ensure that equality and diversity are given proper consideration when we develop policies and make decisions. The council has an agreed process in place to do this through the use of equality impact assessments.

This equality impact assessment the approach and improvements made to ensure that due regard is given to equality and seeks to analyse the impact of the 2012/13 budget against all protected characteristics, at a strategic level.

The 2012/13 budget identifies a number of financial pressures which include:

- Inflation
- Demand Led Budgets
- Declining Income
- Increase in Capital Charges
- Costs associated with the Carbon Reduction Commitment
- Other Base Budget Pressures

In addition, the 2012/13 budget identifies some areas of increased income and a number of savings which can be grouped/summarised as follows:

- Staffing savings
- Procurement savings
- Reduced costs of External Placements/Providers
- Transport savings

The scope of this equality impact assessment is set within the context of savings in the above areas and seeks to understand the impact on equality and diversity issues at a strategic level.

The Council will continue to adopt a comprehensive and consistent approach to the application of equality impact assessments to all specific proposals in the budget 2012/13, as detailed in Appendix 1 Directorate Updates, Initial Budget Proposals 2012/13.

Fact Finding – what do we already know

Demographics

Over the last ten years Leeds has been one of the most successful cities in the country. In recent research by the Centre for Cities, Leeds was identified as one of the cities that was showing early signs of recovering from the economic recession.

Despite this, even prior to the recession, there were still many people who did not benefit as they might from the success of the city. The impact of the current recession is still being felt across all our communities and we know that people in our city still experience inequality in terms of health, education and employment.

We know that average educational outcomes, attendance, health outcomes and access to health services at all ages is significantly worse for those with learning difficulties or disabilities, and for those from BME groups. In addition those with poor educational and health outcomes at an early age are likely to have poor outcomes throughout their learning and beyond.

The population of Leeds has grown and changed over the last 20 years due to more people coming to live and work in our city, more children being born and people living longer. Estimates show that Leeds' population has increased to 798,800, an increase of 11.6% since the last census in 2001. The black and minority ethnic (BME) population is estimated to have increased from 77,900 in 2001 to 137,200 in 2009. It is estimated that BME communities now account for 17.4% of the resident population (from 10.8% in 2001) and the largest BME groups in the city are the Pakistani and Indian communities with an estimated 22,500 and 20,700 people respectively.

In 2009/10, 6,010 non-UK nationals registered for National Insurance numbers from addresses in Leeds as people came here to work. The overall number of new migrant workers arriving in Leeds continues to fall reflecting the recent reduction in people from Europe coming to work in the United Kingdom.

The arrival of asylum seekers and refugees in Leeds has also made our communities more diverse. In April 2010 there were 1,390 asylum seekers known to be living in Leeds.

The proportion of pupils in Leeds schools that are of BME heritage has increased since 2005 to 22.5% of pupils and there are now over 170 different first languages spoken by pupils in Leeds' schools. Overall the number of pupils of Gypsy/Roma heritage in our schools has doubled since 2005 (147 pupils in 2005, 312 in 2010) and there has also been a significant increase in the number of pupils of White Eastern European heritage.

Across the country more children are being born. Between 2000/01 and 2009/10 the number of births in Leeds has increased by 35%, with 10,202 children born in 2009/10. Leeds has more young people aged between 15–29 year olds when compared to both the regional and national figures and our older population has

steadily increased with the numbers of very elderly (aged 85 and over) increasing by 15% (since 2001).

In terms of religion or belief, the 2001 Census is still the most reliable source of information. In 2001, 68.9% of the population identified as Christian, 3% were Muslim, 1.2% were Jewish and 1.1% were Sikh. Almost 25% declared no religion or did not state their religion.

In terms of disability, the 2001 census provided an indication of the number of disabled people in the city. In 2001, 18% of people in Leeds felt that they had a long-term illness, health problem or disability which limited their daily activities or work. In March 2010, there were 13,671 people aged 18 or over who were receiving community based services provided through the adult social care process. Analysis shows that 70% were aged over 65. Of the total users, 66% were classified as having physical disabilities or impairment as their primary need, 17% had mental health problems (including dementia), and 11% had learning disabilities.

The 2001 census showed that nearly 10% of the population provided unpaid care. There are more women than men carers under the age of 75 years, but there are more men than women carers over the age of 75. It is estimated that there are 2,000 young carers in Leeds and over a third care for someone with a mental illness.

Leeds has a well established Lesbian, Gay and Bisexual (LGB) community. There are no measures of this community nationally or locally, however, Stonewall, a national LGB charity estimates that for a large city like Leeds with an established gay social scene, businesses and support network, at least 10% of the population would be likely to identify as LGB.

The council's Equality and Diversity Position Statement 2011 gives an overview of outcomes for different equality groups and provides information on some of the issues facing them

Consultation

It is crucial that the Council's spending plans respond to the priorities of the people of Leeds. In autumn 2010, Leeds' residents gave their priorities for the Council's budget in the "Spending Challenge" consultation. A robust process was used to engage as widely as possible and encourage participation. The intention was that this would provide sound information to inform spending over the 2011-2015 period. In total there were over 2,000 responses, and at that time the top spending priorities were:

- Tackle the worst anti-social behaviour first
- Encourage people to recycle and throw less away
- Help people stay in their own homes for as long as possible
- Bring services together and make better use of buildings
- Work to get local jobs for local people

People also gave their own ideas on ways the council can save money, including:

- The council should put on fewer free events and entertainment
- Reduce staffing levels to save money

These priorities together with the “What if Leeds...” consultation that was undertaken during 2011 in the development of the city’s vision, continue to guide the development of the council’s financial plans. It is however important to continue the dialogue with the citizens of Leeds and not see this as a one off consultation. The council has, therefore, taken the opportunity to ask the people of Leeds again whether the priorities they identified in autumn 2010 continue to be their main priorities for the next financial year.

In the autumn edition of “About Leeds” 2011 residents were asked to confirm whether they considered the council’s spending challenge priorities are still the right ones. Early analysis of the responses indicate that, as far as possible, with the resources available the top service priorities remain as indicated above. Further analysis is currently being provided and this will continue to inform the budgetary decisions.

The initial budget proposals

<http://www.leeds.gov.uk/files/Internet2007/2011/52/initial%20budget%20report%202012-13%20as%20sent.pdf> for 2012/13 were approved by Executive Board in December 2011 and it was agreed that the initial budget proposal document would be available for further comment from the citizens of Leeds in January 2012. The initial budget proposals

<http://www.leeds.gov.uk/files/Internet2007/2011/52/initial%20budget%20report%202012-13%20as%20sent.pdf> include lots of positive ideas of how the council can meet this challenge, including ways in which services can work more closely with each other and with the city's businesses and the Third Sector to make the most of available resources. Consultation is an ongoing process and residents are also consulted on many issues during the year. Consultation is on-going with representatives from the Third Sector, and plans are in place to consult with the Youth Council and the Business sector prior to finalising the budget.

It was recognised that the budget for 2011/12 contained significant savings to be made within the Third Sector which in some instances reflected a desire to achieve a 3 year medium term financial plan target of 15% in year one rather than seeking year on year incremental reductions.

The savings have been achieved through close working with the sector and, in some instances the adoption of different models of service. The Council values its partnership with the Third Sector and the sector provides many important services which are complementary to the Council’s objectives, and these partnerships will continue to be essential into the future.

The approach of individual directorates to the Third Sector will vary to some degree depending upon priorities and available opportunities. However, the close work with the Third sector that was developed during 2011/12 will continue.

There will also be the following consultation in preparation of the 2012/13 budget with:

- All party budget meetings
- Regular meetings with trade unions

- In accordance with the Council's constitution, Scrutiny Boards have been given the opportunity to consider the initial budget proposals

Workforce Profile

At December 2010 there were 16,952 (14,064 full time equivalent - fte) employed in the Council and Education Leeds (excluding schools and casuals). In December 2011 this figure was 15,428 (12,801 fte). The make up of staff is:

| Gender | Number | %age |
|--------|--------|---------|
| Male | 5648 | 36.61% |
| Female | 9780 | 63.39% |
| Total | 15428 | 100.00% |
| | | |

| Disability | Number | %age |
|---------------|--------|---------|
| Not disabled | 13293 | 86.16% |
| Disabled | 927 | 6.01% |
| Not specified | 1208 | 7.83% |
| Total | 15428 | 100.00% |

| Ethnic Origin | Number | %age |
|---------------|--------|---------|
| White British | 12920 | 83.74% |
| BME | 2055 | 13.32% |
| Not specified | 453 | 2.94% |
| Total | 15428 | 100.00% |

| Sexual Orientation | Number | %age |
|--------------------------|--------|---------|
| Heterosexual | 6898 | 44.71% |
| Lesbian, gay or bisexual | 208 | 1.35% |
| Not specified | 8322 | 53.94% |
| Total | 15428 | 100.00% |

| Religion or belief | Number | %age |
|--------------------|--------|---------|
| Christian | 5153 | 33.40% |
| Other religion | 840 | 5.44% |
| No religion | 2634 | 17.07% |
| Not specified | 6801 | 44.08% |
| Total | 15428 | 100.00% |

| Age | Number | %age |
|---------|--------|---------|
| 16 – 30 | 2013 | 13.05% |
| 31 - 50 | 8666 | 56.17% |
| 51 + | 4749 | 30.78% |
| | | |
| Total | 15428 | 100.00% |

In response to the Spending Review 2010, the Council recognised that it would be necessary to significantly reduce its workforce. The Council launched a voluntary retirement and severance scheme in 2010/11 which resulted in a reduction in the workforce of 1,159 (full time equivalents) through this and natural turnover at the 31st March 2011. This scheme has continued during 2011/12 and the deadline for expressions of interest has now passed. The current year's budget assumed that the equivalent of around 400 ftes would leave the Council, and whilst precise figures are not yet available, it is anticipated that the reduction by the end of the year will exceed this number, and staffing savings of around £9.7m are included in the 2012/13 budget

The reduction in full time equivalents accounts for those employees who left under the Early Leaver Scheme and through natural turnover. Whilst there is a robust vacancy control system in place some posts have been replaced where there is a clear business need and filled, wherever possible, through redeployment of

employees or internal recruitment. External recruitment has been minimal and been to more specialist positions based on business need.

An Equality impact Assessment was carried out on the Early Leavers Initiative and due regard given at all stages of the process. Whilst there has been no significant impact on the workforce profile for most equality strands, due to the nature of the Early Leaver initiative Scheme there has been most impact on the age profile. Due regard continues to be given to all key and major decisions which may impact on the workforce profile as the council's workforce reduces.

The council promotes equality and diversity and wants a workforce which reflects the people of Leeds. Just as the census helps us to understand the Leeds community it serves, the council needs to understand the diversity of the workforce. This information helps the council to spot trends; remove barriers to employment and ensure our policies better reflect all employees.

In the summer of 2011 an exercise was undertaken for employees to update or correct their equality information which is reflected in the above figures. This enabled the Council to reduce some of the unknown equality information of the workforce and saw a notable increase in the number of employees who disclosed they had a disability, and around sexual orientation. Work is on going to reduce the gaps on unknown information held on the workforce on some equality data.

Overview of Fact Finding

This is a high level overarching equality impact assessment and, whilst recognising the need to improve staffing data collection and analysis, it has not identified any specific gaps in the equality and diversity information used to carry it out. When undertaking Equality Impact Assessments on specific budget proposals the evidence used and any gaps in information highlighted will be included in the assessment.

Equality Considerations

The tables below highlights the range of impacts on equality characteristics, stakeholders and other potential barriers.

| Protected characteristics | | | | | |
|-------------------------------------|----------------------|-------------------------------------|--------------------|-------------------------------------|--------------------|
| <input checked="" type="checkbox"/> | Age | <input checked="" type="checkbox"/> | Carers | <input checked="" type="checkbox"/> | Disability |
| <input checked="" type="checkbox"/> | Gender reassignment | <input checked="" type="checkbox"/> | Race | <input checked="" type="checkbox"/> | Religion or Belief |
| <input checked="" type="checkbox"/> | Sex (male or female) | <input checked="" type="checkbox"/> | Sexual orientation | | |
| <input checked="" type="checkbox"/> | Other | | | | |

| Stakeholders | | | | | |
|-------------------------------------|--------------------------------------|-------------------------------------|--|-------------------------------------|---------------------|
| <input checked="" type="checkbox"/> | Services users | <input checked="" type="checkbox"/> | Employees | <input checked="" type="checkbox"/> | Trade Unions |
| <input checked="" type="checkbox"/> | Partners | <input checked="" type="checkbox"/> | Members | <input checked="" type="checkbox"/> | Suppliers |
| <input checked="" type="checkbox"/> | Other please specify | | | | |
| Potential barriers | | | | | |
| <input checked="" type="checkbox"/> | Built environment | <input checked="" type="checkbox"/> | Location of premises and services | | |
| <input checked="" type="checkbox"/> | Information and communication | <input checked="" type="checkbox"/> | Customer care | | |
| <input checked="" type="checkbox"/> | Timing | <input checked="" type="checkbox"/> | Stereotypes and assumptions | | |
| <input checked="" type="checkbox"/> | Cost | <input checked="" type="checkbox"/> | Consultation and involvement | | |

Equality Impacts Identified

Tackling inequalities is an integral part of the budget setting and decision making process.

The initial budget proposals for 2012/13 have, where appropriate, been subject to the council's equality impact assessment process, and consideration given to mitigating any specific impact on equality communities.

This does not negate the fact that there are likely to be negative impacts on all protected characteristics and it is recognised that there is likely to be a particular impact on:

- Disabled people
- BME communities
- Older and younger people
- Low socio-economic groups (there is over representation within this group by disabled people and BME communities)

The budget proposals for 2012/13 recognise this and as a result there is provision for prioritising demand led spending which should help mitigate against this. Additional provision has been made in the budget for adult social care and children's services. For adult social care this is to provide funding towards the cost of the continuing impact of an ageing population and the needs of people with learning disabilities. This also reflects the current year pressure on the community care budgets for residential nursing and domiciliary care. Additional provision is also included for the Council's contribution towards the learning disability pooled budget, which as well as reflecting increasing numbers, also reflects the increasing complexity of people's needs. It is recognised that these demographic pressures will continue to grow in the long term, and will present the Council with significant financial challenges.

For children's services additional funding is being provided to prioritise improvements in social care services to young people and the safeguarding of vulnerable children in the city.

Equality Impact Improvement Progress 2011/12

This section provides an update on work that took place during 2011/12 to progress the actions identified in the 2010/11 budget equality impact assessment.

During 2011/12 a number of changes to the city's planning and partnership framework were implemented. In particular, a whole system approach has been sought which ensures the partnership structures, strategic plans and performance management arrangements all dovetail into an effective system for delivering real change across the city.

The key plans are the new Vision for Leeds 2011 to 2030, the City Priority Plan 2011 to 2015 and the Council Business Plan 2011 to 2015

The Vision sets out the ambition to be 'the best city in the UK' and we recognise that we will only achieve this ambition by working to reduce disadvantage, discrimination and inequalities.

The City Priority and Council Business Plans have been developed to reflect the current financial context by providing a smaller more focused set of "must do" priorities for the city and the Council. These priorities are measured through a number of indicators which identify the issues where we really want to make a difference. But importantly, they have also been chosen as their achievement will drive improvement across a broader range of indicators. The priorities will be supported by action plans that include much more detail on how they will be delivered including targeted actions for key equality groups and/or certain geographical areas.

These documents are supported by the State of the City Report which provides an overview of what is happening in Leeds in 2011. The council's Equality and Diversity Position Statement has also been used to underpin the Plans and relates specifically to what is happening for equality communities in Leeds.

The council has continued to further develop its approach to giving due regard to equality. It has revised and improved report writing guidance to include specific reference to providing evidence on how equality is considered/or was not considered to be relevant in the decision making process.

The Council Business Plan 2011 – 2015 outlines what we want to change and improve over the next four years. The plan is underpinned by a clear set of values and priorities for action. In addition to the Directorate priorities a set of cross council priorities has been introduced. One of these cross council priorities is that there is evidence that equality is given due regard in Council policy and decision making. The indicator builds on the commitment made last year to understanding the impact of the budget and the decisions made by the council on equality and diversity issues.

This cross council priority has a target that every year we will be able to evidence that equality issues have been considered in 100 per cent of major decisions. This indicator will assist in focusing attention in this area to ensure both legal compliance and also to ensure that the council takes account of the needs of all communities.

In addition to this quantitative indicator work is ongoing with directorates ensure that the evidence is obvious and robust. A 25% sample of the evidence provided to show that due regard is given to all major decisions is quality assessed by the Equality Team and appropriate feedback given. In this way there is continuous learning and development in our approach and it can be shown that our value of treating people fairly underpins our decision making. In addition we continue to deliver the due regard to equality briefings/workshops to all Members and within services

The new legislative framework outlined in the Equality Act 2010 has introduced specific duties that public bodies, such as the Council, has to identify, set and publish its equality objectives.

To achieve this, the council has produced its first annual Equality and Diversity position statement. It provides an overview of national and local information on some of the issues facing the different communities who live in Leeds. It supports the Vision for Leeds, the City Priority Plan and the Council Business Plan by providing an evidence base that will ensure appropriate consideration takes place across the council and the strategic partnerships to address issues of inequality and poverty. In addition it also helps the council to meet its specific legal obligations outlined within the Equality Act.

This position statement has been used to help the council to identify and publish its Equality Improvement Priorities 2011 – 2015

Closer alignment with the Vision for Leeds, the City Priority Plan and the Council Business Plan has been built into the development of the new approach. This has resulted in a more integrated approach to equality in the council's strategic planning. The council's equality outcomes have been developed alongside the key priorities for the city as outlined in the City Priority Plan and action plans, and are based on an analysis of the equality perspective.

Equality Impact Assessment Action Plan

| Action | Responsibility |
|--|--|
| Completion of all equality impact assessments in the Budget | Directors |
| Continue quality assurance and review of equality impact assessment and actions | Equality Team |
| Continue to understand and report the overall impacts on different communities of the budget with a particular emphasis on the city as a whole, locality, wards. | Equality Team and Information Knowledge Management |