

City of York Council Equality Impact Assessment (EIA)

Topic

The council draft revenue budget for the period April 2011-March 2012

Lead officers for this EIA

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The purpose of this EIA

To support councillors in considering the effects of proposals in the revenue budget for the period April 2011 to March 2012, on people with characteristics protected¹ by the council's Fairness and Inclusion Strategy 2009-12 and the Equality Act 2010. "Revenue" is money the council has to run the services it is responsible to deliver on a day-to-day basis.

Date of EIA

21 January 2011

EIA signed off by

The Council Management Team on 2 February 2011

Approach to the EIA

As part of the budget EIA process this year, when officers examined potential growth and savings areas they considered the following:

- Will the proposal have a positive or an adverse effect on the general well-being of residents and customers with protected characteristics, thinking about people with multiple characteristics first

¹ "Protected characteristics" are gender, age, disability, race, religion and belief, sexual orientation, gender reassignment, marriage and pregnancy.

- In the case of savings, what will that effect be and is there any nil-cost or lower-cost remedial action that can be taken to lessen it
- Does the proposal concern a service that council has a legal duty to deliver

Consultation

Three strands of consultation underpin this EIA:

1. A meeting between the Council's senior management team (the Chief Executive and Directors) and equality related community groups was held in December 2010 regarding future needs for council services. Appendix 1 summarises the needs identified at that meeting.
2. In January 2011 officers met with community representatives who are members of the council Equality Advisory Group (EAG)², to discuss key revenue budget proposals. The meeting focused on areas that may have a cumulative negative effect, especially on people with multiple protected characteristics. Comments received from the representatives are in the tables below and the draft notes from the meeting are in Appendix 2.
3. Budget consultations in "Your City" and "You Choose" allowed York residents to give their views about investment and saving areas for 2011-12. Key points to note from these consultations are:
 - Respondents indicated that they would be less willing to pay increased charges for home care services for **vulnerable and elderly residents**.
 - Respondents were more likely to say that funding for **social care services and community safety** should remain the same.
 - Respondents were more willing to reduce spending on **young people's services**.

Councillors should also re-consider the results of previous budget consultations, in particular the one for the 2010-11 budget which remains relevant. In summary this showed that **older and disabled** residents **want more investment** in the following areas:

- Road and footpath maintenance: Older respondents – those aged over 75 years and disabled respondents are significantly more likely to want more investment in road and footpath maintenance than respondents overall.

² EAG advises the Executive on equalities issues in council services

- Facilities for older people: Older respondents – those aged over 75 years, female respondents and disabled respondents are more likely to want more investment in facilities for older people than respondents overall.
- Facilities for disabled people: Older respondents – those aged over 75 years, disabled respondents and non-heterosexual respondents are more likely to want more investment in facilities for disabled people than respondents overall.
- Creating and maintaining jobs: Disabled respondents are more likely to want more investment in creating and maintaining jobs than respondents overall.
- Working with other organisations to reduce crime: Older respondents – those aged over 75 years and disabled respondents are significantly more likely to want more investment in working with other organisation to reduce crime than respondents overall.
- Keeping the streets clean: Older respondents – those aged over 75 years and disabled respondents are significantly more likely to want more investment in keeping the streets clean than respondents overall.
- Providing more affordable housing: Older respondents – those aged over 75 years, female respondents and disabled respondents are more likely to want more investment in providing more affordable housing than respondents overall.

Emerging equality implications from the draft revenue budget 2011-12

2. Possible revenue budget 2011-12 growth areas that may have cumulative **beneficial** effects on people with protected characteristics

Reference Number	Proposed growth	Equality characteristics affected
<p>ACEG06 – Executive Member for Health & Adult Social Services</p>	<p>Increased Demand – Complex Needs An additional 10 clients with high dependency complex needs will require support in 2011/12. Three schemes are being developed which will provide long term solutions for individuals and support the agenda of moving away from residential care to more personalised outcomes of care based in the community, which put the individual at the heart of the care planning and management process.</p>	<p>All</p>
<p>ACEG08 – Executive Member for Health & Adult Social Services</p>	<p>Mayfield Court Supported Living Supported living scheme to provide support for 21 clients. The alternative costs of supporting these individuals through existing support mechanisms is estimated at an additional £330k pa. Therefore a net saving</p>	<p>All</p>

Reference Number	Proposed growth	Equality characteristics affected
	of £136k pa can be made against this projected additional expenditure.	
CSTG12 – Executive Member for City Strategy	Future Prospects Future Prospects offers a free of charge service to all but often deals with vulnerable citizens	All

2. Possible revenue budget 2011-12 savings areas that may have cumulative **negative** effects on people with protected characteristics

Executive Member for Health & Adult Social Services

Reference Number	Proposed saving	Equality characteristics most affected	Comments from EAG
ACES01	Review Of Elderly Persons Homes	<ul style="list-style-type: none"> ■ Older people who are disabled and their carers ■ Older people from black and minority ethnic and LGBT groups. 	<ul style="list-style-type: none"> ■ Re: increased fees and charges, there is potential for vulnerable people to try to “do without” services they need. Must consult about details and trigger points with representative groups before you implement ■ We need more and better council services for people with individual budgets ■ Outsourcing older peoples’ care services, needs to be carefully monitored to make sure that quality will not be affected. “The same cannot be done for less”. Make sure the private sector does not increase “administration”
ACES04	Home Support Services		
ACES23	Non Residential Charging Policy		
ACES24	Sheltered Housing Extra Care Support		
ACES28	Care Services (Night)		
ACES46	Adult Contracted Services		
ACES58	Health & Disability Assessment		
ACES60	Respite Care		

Reference Number	Proposed saving	Equality characteristics most affected	Comments from EAG
ACES105	Stroke Strategy	<ul style="list-style-type: none"> ■ People who have a combination of 3 or more of the characteristics above 	<p>charges.</p> <ul style="list-style-type: none"> ■ Continue talking to older people about changes that will affect them as they become clearer ■ Assess the impact of savings on older people that have other or multiple protected characteristics e.g. LGBT
ACES109	Expansion of Re-ablement Services.		
ACES112	22 The Avenue / Sycamore House		
ACES114	Supporting People Grant Reduction		
ACES115	Learning Disability Development Fund		

Executive Member for Children & Young People's Services

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
ACES10	Educational Welfare Service	<ul style="list-style-type: none"> ■ Young people who are disabled and their carers, ■ Young people from black and minority ethnic and LGBT groups. ■ Young people who have a combination of 3 or more of the characteristics above 	<ul style="list-style-type: none"> ■ Preserve Castlegate at all costs. ■ Any savings in children services could have a significant impact on the vulnerable. Safeguard provision for them. ■ Before reducing any grants to community and voluntary groups, consider the cumulative impact of all cuts from all sources to each of the groups ■ Young people priorities for services for the future are: <ul style="list-style-type: none"> ○ Youth participation in decision making and public life ○ Support the following services to be provided from one place in
ACES12	A Review Of Young People's Services		
ACES13	Review Of Information Advice & Guidance		
ACES14	Early Years & Children's Centres Review.		
ACES41	Targeted Mental Health In Schools		
ACES42	Extended Services Start Up Funding.		
ACES49	Youth Offending Team Proposals		
ACES62	Care Matters		

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
ACES63	Staying Put 18+ Project Reduction		<p>York (preferably Castlegate): independent financial advice, careers advice for 14+, housing advice, mental health support, substance misuse advice, counseling, sex and relationships advice, support for young LBGT, support to deal with domestic abuse, a city centre café/activities centre</p> <ul style="list-style-type: none"> ■ Young people would also like: YOT support for positive activities for young offenders, a police-young persons' liaison officer, youth clubs around the city that provide
ACES64	Short Breaks For Disabled Children		
ACES66	Remove Aiming High Transition Funding		
ACES67	CAMHS		
ACES72	Two Year Olds Nursery Pilot		
ACES73	KS4 Engagement Programme		
ACES77	14-19 Prospectus		
ACES78	KS2 Career Related Learning.		
ACES81	Children's Fund Budget Reduction		
ACES82	Positive Activities For Young People		

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
ACES87	Whole Family Intervention Programme Reduction		support for young carers, young people in chaotic families and educational support, arts, drama and festivals, free bus passes for disabled young people, York discount card

Executive Member for Leisure Culture & Social Inclusion

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
CANS10	<p>Adult Education Service Restructure service to reduce management and administrative costs and maximise fee income</p>		
CANS29	<p>Peripatetic Music Service Review and streamline the current service and focus on teaching in schools rather than in smaller groups</p>	<p>Disabled children (from low income families especially).</p>	<ul style="list-style-type: none"> ■ The changes are sensible but the Council should consider: Offering discount vouchers to targeted children; advertise instrument loans/easy purchase options; train teachers to work with children with particular needs. ■ Consider the implications for the broader cultural benefit in the city. Targeted assistance/concessions for deprived families. How do we pick talent that we wouldn't normally?

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
CANS109	<p>Trial Hull Road Park 24/7 opening. This would see the removal of weekend and evening attendants and leave the park unlocked over night, combined with simplified landscape e.g. remove all bedding planting and replace with grass / shrubs.</p>	All	

Executive Member for Neighbourhoods and Housing.

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
CANS03	Review all fees & charges to ensure set at appropriate level, recover actual costs and are collected as efficiently as possible.	Age, disability and race where family income is low. Will particularly affect disabled people whose disability benefits will be reduced as well.	There is the potential that vulnerable people will decide to go without the service they need. Need to understand trigger points for different people. Direct consultation is needed with representative groups.
CANS34	Develop foyer scheme for young people to integrate the management of resettlement, temporary accommodation, support and casework	Young homeless people	
CANS77	Remove 2nd attendant from Silver Street toilets	Disability, Age	
CANS79	Review methods of payments for Resident Parking and PCNs	Disability, Age	

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
CANS94	Review of pest control service to generate efficiencies and generate additional income	Disability, Age	There is the potential that vulnerable people will decide to go without the service they need. Need to understand trigger points for different people.

Executive Member for City Strategy

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
CSTS07	Introduction of Pre Application Charges. The charge will not be applied where the development is for a registered disabled person.	Age (Older) Disabled	<ul style="list-style-type: none"> ■ The 50p Park and Ride bus charge is ok but will have implications for disabled people including Blue Badge holders. Make it free or offer concessions for them. Strongly recommend that council charges up to £1 per person per journey and/or that this charge covers all the relevant administrative costs. ■ Make concessions for disabled people. ■ Keep NO charge for pre-planning application
CSTS09/10	Review of Highway Charges. Dial & Ride service to increase by 15p return (8.5%).		
CSTS18	Change to Concessionary Fares Arrangements.		
CSTS32	Change to Concessionary Fares Arrangement for Park & Ride customers		
CSTS39	Park & Ride Expenditure		
CSTS42	RESPARK charges to increase. Disabled will still be able to apply for free permit.		

Reference number	Proposed saving	Equality characteristics most affected	Comments from EAG
CSTS43	Car Park Charges Blue badge holders will still be able to park free of charge		advice when exploring adaptations and access improvements for disabled and older people.

Protected characteristics most likely to be affected by growth and savings proposals in the revenue budget 2011-12

The consultation and EIA analysis above as well demographic information about the population in York, suggest that growth and savings budget proposals are likely to affect people with the following protected characteristics, the most:

- older and younger people who are disabled and their carers,
- people who have a combination of the above protected characteristics and other protected characteristics

Recommended action	Recommended deadline for action	Who
Whilst setting the budget for 2011-12: <ul style="list-style-type: none"> • Prioritise growth expected to have a positive effect on older and younger people who are disabled and their carers • Consider savings expected to have a negative effect on the groups mentioned above, last 	March 2011	Executive Full Council
Regarding increases in fees and charges, particularly in adult social care, ask Officers to make appropriate provision for people from the groups above, especially those who have limited financial means	March 2012	Directors and ADs
In cases where service provision is passed on to independent providers, ask Officers to ensure that contractual agreements ensure that people from the groups above receive the same level of service as before or better.	March 2012	Directors and ADs

Appendix 1 –

Notes of the meeting between Council Management Team and equality community groups on 10 December 2010

Needs for future investment as put forward by the community groups attending the meeting

City Strategy

1. A Council HQ that is **fully accessible** to all.
2. Support for vulnerable groups to participate in the local economy. A city-wide **disabled people** employment policy. More employment opportunities for people with learning difficulties. Need to work more with businesses to encourage assisted employment.
3. Subsidised bus services for **young people**.
4. Wheelchair accessible buses. Bus passes (concessionary travel) that start before 9am to ensure people with learning difficulties can attend placements and other **disabled people** hospital appointments.
5. Quality public toilets – important **for older and disabled** but also important as a tourist city. Encourage businesses, tourist attractions and others to also provide Changing Places facilities
6. More/better-managed city centre parking spaces for **disabled** people.
7. More **fully accessible** community meeting spaces

Corporate Business Support Services and Office of Chief Executive

1. Equality standards in procured service that are the same as in council services.
2. **Budget – safeguard community groups that provide support to vulnerable people and council front line services**
3. **Improved access** to council and partner services, starting with minimum standards for accessible written communication. Improve the council switchboard voice-recognition system. More face to face access for **older people**.
4. Benefits advice for **older people**

Adults, Children and Education (ACE) –General

1. When commissioning external services, contracts awarded need specific clauses around **inclusive employment practices**.
2. Keep community facilitators. They perform an invaluable role linking up provision in the city.
3. **Ethnic** make up of York is changing fast – council needs to work with voluntary organisations to provide **more support**.

ACE - Children and young people

1. Support **children from an ethnic minority background** and raise awareness of cultural differences in schools
2. Tackle **homophobic bullying in schools**/the community (and in adult sheltered housing).
3. Support for **young carers**. Need a Young Carers Card Scheme
4. Deal with **child poverty**. Benefit changes and EMA withdrawal will exacerbate this.

ACE - Adults

1. A CYC policy to **employ older people**. A lot of hidden unemployment as they do not sign on
2. Support people with **mental health problems** to access employment or to retrain. CYC needs to lead by example as an employer
3. Deal with **older people** isolation. Closure of day centres and replacement with individual packages means people have lost their friendships.
4. More information about **services for carers** and a carer drop-in centre
5. Improve access to services and information for **adults with learning difficulties** who cannot read – e.g. by using DVDs. Provide more and dynamic employment and training opportunities for them.
6. Lack of respite care for **carers** is a big issue. Are the hotels that are used safe? Have the packages been designed well? People with autism don't want to go to a hotel – one size doesn't fit all in terms of respite care.
7. Personal budgets that provide a wide of choices.
8. Mental health: recognise that it affects a lot of people. More information about it. A centre or number to ring for people with mental health problems.

Communities and Neighbourhoods

1. Safe, open, shared areas to play and congregate.
2. Community buildings that stay open 7 days a week.

3. Support **Black and Minority Ethnic** communities to stop feeling both isolated and visible
4. Support third sector to participate in procurement opportunities.
5. Strengthen and develop the relationship between the council and the voluntary sector.
6. **Intergenerational** activities and festivals that promote diversity
7. Better transport to activities e.g. to special Olympics training (York Wheels don't work after 5pm)
8. **Safe and accessible** pavements and footpaths
9. **Accessible information** about services
10. Co-ordinate information about **affordable warmth**

Appendix 2

City of York Council Equality Advisory Group (EAG) Council budget 2011-12 discussion 19 January 2011

Draft notes from the meeting

Present:

EAG community groups: York Older People Assembly, Gay Lesbian Bisexual and Trans Forum, York Access Group, York Independent Living Network, York Valuing People Partnership Board, York Humanist Group; York Interfaith Forum, York Travellers Trust, York Racial Equality Network, York Youth Council.

Officers: Keith Best (Finance), Sally Burns/Charlie Croft/ Steve Waddington/Evie Chandler (Community and Neighbourhood Services), Paul Murphy/Graham Terry (Adult and Children Services); Megan Rule (Office of Chief Executive)

EAG councillors (observing): Cllr N Ayre; Cllr Sonja Crisp; Cllr J Brooks

Apologies: York Mental Health Forum, Cllr J Gunnell, Higher York

Purpose of the meeting

- To give an update about the budget
- To give the opportunity to community representatives to share general thoughts and anxieties about council services they think may be at risk
- To help the officers assess the impact of specific proposals they plan to put to the Executive on 15 February and then to the full council on 24 February
- To discuss possible solutions to deal with any adverse impact for people from the equality strands

Budget update – Keith Best

- In November 2010, council was expecting to have a “cut” of £7.1 in every £100 of “settlement grant” it will get from the government in 2011-12. The position now is that the cut will be £13.3 in every £100.

- The government has also either cut other grants it gives to the council (like grants for schools) or completely withdrawn other grants like a grant to help the council meet the housing needs of Gypsy and Traveller families.
- As a result, in 2011-12 council needs to find approximately £15 million to balance its budget (as it must because that is the law). In 2012-12 it will have to find another £4.5 million.
- But pressure for services is growing. This is for various reasons, including an increase in the older people population, children in care as well as the challenges the economy faces.
- Directors have been asked to come up with solutions.
- Also council has asked residents what they want to keep in terms of services and where savings should happen. This included YOUR CITY budget consultation October 2010; YOU CHOOSE electronic survey; the meeting between EAG and the council Chief Executive and Directors in December 2010 and the discussion with EAG today.

City Strategy (CS) – Roger Ranson

Key points about City Strategy budgets

- City Strategy needs £37 million per year, but gets £29 million income. So it needs £8 million per year.
- The pressures that City Strategy faces in 2011-12 include: decreased income from planning applications and car parks; government grant for local transport (currently £6 million) will go down to £1 million; the Cycling City grant of £3 million will stop in March 2011; although the economy has done better in York there is still unemployment to be dealt with.

City Strategy specific proposals for EAG to consider

- As the money that government gives to council for concessionary fares will decrease, charge 50p per journey per person to and from Park and Ride car parks. It was free so far. This will mainly affect car-using visitors rather than residents.
- Charge for pre-application planning team advice which was free so far.

EAG comments:

- The 50p Park and Ride bus charge is ok but will have implications for disabled people including Blue Badge holders. Make it free or offer concessions for them. **Strongly recommend that council charges up to £1 per person per journey** and/or that this charge covers all the relevant administrative costs. Make concessions for disabled people.

- Keep NO charge for pre-planning application advice when exploring adaptations and access improvements for disabled and older people.

Adult, Children and Education Services (ACE) - Paul Murphy (Children)/Graham Terry (Adults)

Key points about ACE budgets

- There are more older residents in York than younger. Their numbers will increase in future a lot more than the number of younger residents. Demand for older people's care services will increase
- The directorate spends £70 of every £100 spent by the entire council. So it will be affected a lot by council budget reductions.
- Most of the money the directorate gets from the government is for the benefit of deprived or disadvantaged groups. Any cuts from the government will affect them the most.
- Grants given by the government to council to support community and voluntary sector groups that offer services for older people have not been cut.
- In making their recommendations to councillors, officers will consider:
 - The effect on community groups, trying to protect them as much as possible. Officers will consider the overall impact of cuts on each group from all sources, not just the council.
 - The effect on the most vulnerable people from the equality strands.
 - The impact on what that the directorate wants to achieve for the people it serves.
 - Renegotiating all contracts with external suppliers.
 - Preserving services for the most vulnerable even if the government grant has been reduced or cut.
 - In the case of older people services, will it be cheaper and as good or better for the independent sector to provide provided? (85% of older people services are already provided by the independent sector)
 - Increases in fees and charges across the directorate
 - Freeing up as many resources as possible from "traditional" adult services to fund individual budgets (personalisation)

Specific children services proposals for EAG to consider

“Universal services” (i.e. services that are free to all) will be looked at with a view to:

- targeting them to the most vulnerable families; stop providing as many services for other families
- withdraw some that are not essential for everyone and/or not used as much by vulnerable families (like the mobile toy library)
- invite the community and voluntary sector to use council-owned premises to re-provide some of the services that council cannot afford to provide anymore (with reduced or no council financial assistance...)

EAG comments

- Preserve Castlegate at all costs.
- Any savings in children services could have a significant impact on the vulnerable. Safeguard provision for them.
- Before reducing any grants to community and voluntary groups, consider the cumulative impact of all cuts from all sources to each of the groups
- Young people priorities for services for the future are:
 - Youth participation in decision making and public life
 - Provide/support the following services to be provided from one place in York (preferably Castlegate): independent financial advice, careers advice for 14+, housing advice, mental health support, substance misuse advice, counseling, sex and relationships advice, support for young LBGT, support to deal with domestic abuse, a city centre café/activities centre
- Young people would also like: YOT support for positive activities for young offenders, a police-young persons' liaison officer, youth clubs around the city that provide support for young carers, young people in chaotic families and educational support, arts, drama and festivals, free bus passes for disabled young people, York discount card

Specific adult services proposals for EAG to consider

- Review older people's homes provision in the near future. In the meantime make them operate as efficiently as possible.
- Increase fees and charges for those who can afford it. Some people who can afford it may end up paying 100% of the cost of the service they receive from the council

EAG comments

- Re: increased fees and charges, there is potential for vulnerable people to try to “do without” services they need. Must consult about details and trigger points with representative groups before you implement.
- We need more and better council services for people with individual budgets
- Outsourcing older peoples’ care services, needs to be carefully monitored to make sure that quality will not be affected. “The same cannot be done for less”. Make sure the private sector does not increase “administration” charges.
- Continue talking to older people about changes that will affect as they come are becoming clearer.
- Assess the impact of savings on older people that have other or multiple protected characteristics e.g. LGBT

Community and Neighbourhood Services (CANS) – Sally Burns (Director); Charlie Croft (Culture and Leisure); Steve Waddington (Housing)

Key points about CANS work and budgets

- CANS have £14 million per year for front line services. They range from waste collection to housing repairs and supporting council tenants’ associations in making sure their areas are clean safe and inclusive.
- CANS has already made savings from organising back office operations.. However they need to find more savings for 2011-12.

Specific CANS proposals for EAG to consider

- Housing: The numbers of both homeless people as well as people in temporary accommodation in York has gone down significantly because of work done by housing services and their partners recently. Therefore, officers will propose a reduction in temporary accommodation places.
- Music service : Reduce council subsidy to teachers teaching music one – to-one to school children. The service will continue but teachers will have to charge pupils for lessons. Schools will still provide rooms for the teachers to teach in but may charge them for this. Whole class music lessons that are part of the curriculum will remain unaffected and the subsidy for whole class lessons will remain for one extra year in primary schools. Weekend and week-night free lessons in music centres will continue.

- Fees and charges (for services like pest control, commercial waste, leisure, licensing etc) will go up to provide an additional £50,000 income.
- Green waste collections: Monthly (not fortnight) collections from October to Easter

EAG comments

- Travellers need more pitches in York
- Green waste collection: Consider using the voluntary sector e.g. Brunswick Nurseries. Also consider selling compost for profit and providing compost bins to reduce green waste. Collections could be cut to monthly or it might be better to collect only when customers have positively asked to have a collection
- Charges for services: There is the potential that vulnerable people will decide to go without the service they need. Need to understand trigger points for different people. Direct consultation is needed with representative groups.
- Libraries: The Council should retain staffed points in libraries in addition to self-issue machines
- Changes proposed to the music service are sensible but the Council should consider: Offering discount vouchers to targeted children; advertising instrument loans/easy purchase options; training teachers to work with children with particular needs. Also should consider the implications for the broader cultural benefit in the city. Introduce targeted assistance/concessions for deprived families.
- Voluntary sector: Consider the cumulative impact of cuts to voluntary organisations that get grants from several streams. Such organisations will need support and advice to find alternative sources of funding. Communication from the council to the voluntary sector needs to improve so that we can have a realistic discussion about how we can work together
- Culture Services: Have a community café/conversation about next steps with culture in the city
- Consider the following **savings ideas**:
 - Rationalise user cards e.g. issue one card to the same person to use in the library, for swimming, buses etc. The charge for *YORKCARD* is ok but concessions are needed for disabled, older and younger
 - Put multiple functions in one building like in St Sampson's
 - Recruit older volunteers for some tasks. They are likely to have more time and capacity to help