

## Equality Impact Assessment - BCP Budget and MTFP

<b>Equality Impact Assessment for:</b>	<b>BCP Council Budget and Medium-Term Financial Plan for 2019/20</b>	
<b>BCP Workstream</b>	Corporate services delivery board – Finance Workstream	
<b>BCP Workstream Lead</b>	Adam Richens	
<b>Equality Impact Assessment Team:</b>	Bridget West, Beverly Elliott, Sam Johnson	
Date assessment started: 17 October 2018	Date assessment completed: 23 January 2019	Date approved:

<b>Summary &amp; conclusion</b>	<p>The proposed budget and Medium-Term Financial Plan meet the statutory obligation to produce a balanced budget for Bournemouth Christchurch and Poole Council to enable it to deliver its statutory services and proposes net savings of £11.3m</p> <p>Included are actions to mitigate pressures in Adults and Children’s services to reduce inequality and in doing so comply with the duty of ‘due regard’ as required by Section 149 of the Equality Act 2010.</p> <p>The proposal will impact on establishment figures as savings will be drawn from reductions in headcount.</p> <p>There is a risk that some aspects of the budget may have a cumulative impact on older people and disabled people as well as on specific staff groups in areas where there may be under representation.</p> <p>An assessment of the potential cumulative impact of the separate proposals will be carried out throughout the process and reflected through subsequent MTFP update reports. As this proposal moves through the planning and implementation phases it is recommended that robust equality analysis exercises continue to be undertaken in line with EIA guidance.</p>
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### **BCP's commitment to the Public Sector Equality Duty**

Bournemouth Christchurch and Poole's (BCPs) commitment to the Public Sector Equality Duty is expressed through BCP Purpose Statements which were approved by the BCP Shadow Executive. Defined objectives will be set out in an Equality and Diversity policy as part of an Equality Framework for BCP, that will be developed in Phase 3 of the BCP programme.

'Due regard' to equality has been embedded throughout the BCP decision making and decision recording process and BCP programme and workstream leads have undertaken equality screening and Equality Impact Assessments (EIA) as required. The budget planning framework includes the requirement that equality impacts or implications of any specific priorities or savings are identified in bringing forward any budget proposals which are then used to inform the Council's final budget decisions.

An assessment of the potential cumulative impact of separate proposals across all protected characteristics will be examined throughout the process by BCP's management team and reflected as necessary through subsequent Medium-Term Financial Plan (MTFP) update reports as it progresses through the planning cycle.

EIA's are an important service improvement tool that help in developing services which meet the needs of our customers and deliver our core business more efficiently in an equitable manner. They help to demonstrate that we are making financial decisions in a fair, transparent and robust way, considering the needs and the rights of different members of the communities we serve.

This EIA is to be considered alongside individual service equality impact assessments, including those required by partner organisations within the statutory, voluntary or community sector or any organisation which deliver statutory services on behalf of BCP.

### **What are the aims/objectives of the policy?**

To propose a budget to enable BCP to meet statutory obligations and deliver key services whilst responding to changing activity, increased demand and ongoing fiscal challenges.

The proposed net service budget is funded 76% from council tax income, 21% from business rate income, 1% from revenue support grant and 2% from new homes bonus.

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The MTFP is designed to provide sound financial management and control arrangements which will be integral to the delivery of good governance for the council. Such arrangements help in supporting service delivery, accountable decision making and safeguarding stewardship whilst optimising the use of available resources.

There is an ageing population across the UK, Dorset, Bournemouth, Christchurch and Poole. It is widely reported that demand for public services have continued to rise throughout the current period of austerity. Consequently, the provision of statutory functions such as Adult Social Care and Children’s services are routinely overstretched and overspent which in turn create significant challenges for local authorities in putting forward balanced budget proposals.

BCP Council will have around 4,087 full-time equivalent posts with an estimated annual salary cost of £145m. Based on the information available at the time of writing this EIA it is not possible to state how the total budget will be divided between staff costs and the provision of Council services.

In order to set a balanced budget for 2019/20, a number of saving proposals have been put forward by all current services and departments.

In Adult Social Care pressures of around £8.5m have been mitigated by £7.3m of proposed savings and plans are being progressed to increase the number of bed spaces available for the provision of Adult Social Care. Children’s services have put forward planned net savings of £1.8m, Place board are proposing a net £1.7m of savings and Corporate services a net £2.3m of savings. This is a total saving of £11.3m.

**What outcomes will be achieved with the new or changed policy?**

BCP will have a balanced budget in place that enables the Council to provide statutory services and meets the requirements of the Public Sector Equality Duty.

**Are there any associated services, policies or procedures?**

- [Consolidated Medium Term Financial Plan update](#) for Bournemouth Christchurch and Poole Council
- [Equality Act 2010](#)
- Bournemouth Christchurch & Poole Equality Impact Assessment Guidance
- Bournemouth Christchurch & Poole Purpose Statements
- Local Government Settlement for 2020
- Redundancy and Redeployment Policies of preceding councils
- Recruitment and Selection Policies of preceding councils
- Bournemouth Organisational Change Management guidelines

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<p><b>Please list the main people, or groups, that this policy/service is designed to benefit, and any other stakeholders involved:</b></p>	<ul style="list-style-type: none"> <li>• Bournemouth, Christchurch and Poole Joint Committee</li> <li>• Residents</li> <li>• Local Council tax payers</li> <li>• Bournemouth Christchurch and Poole Council Employees</li> <li>• Clients of all Council services, specifically Adult and Children’s Services</li> <li>• Young people I Bournemouth Christchurch &amp; Poole</li> <li>• Partnerships with Bournemouth Christchurch &amp; Poole</li> <li>• Visitors to Bournemouth Christchurch &amp; Poole</li> <li>• Schools, Academies and Universities</li> <li>• Voluntary and Community Sector led organisations in Bournemouth, Christchurch &amp; Poole</li> </ul>
<p>Part 2 – Supporting Evidence</p>	
<p><b>There is an ageing population across the UK, Dorset, Bournemouth Christchurch and Poole</b> which has increased demand for public services and have continued to rise throughout the period of austerity. Consequently, the provision of statutory functions such Adult Social Care and Children’s services are routinely overstretched and overspent, which in turn creates significant challenges for local authorities in putting forward balanced budget proposals (see examples below).</p> <ul style="list-style-type: none"> <li>• <a href="#">Dorsets ageing population putting a strain on social care system</a></li> <li>• <a href="#">Adult Social Care in Bournemouth facing serious challenges</a></li> <li>• <a href="#">Oxfordshire County Council Revise £1m budget cut</a></li> <li>• <a href="#">Concerns voiced over Adult Social Care despite £3m funding boost</a></li> <li>• <a href="#">Healthcare provider considers sale of business or transfer of care</a></li> <li>• <a href="#">Adults Social Care recipients top up their regular care</a></li> <li>• <a href="https://www.bournemouthcho.co.uk/news/17218825.hundreds-of-social-care-users-in-bournemouth-and-poole-feeling-lonely/">https://www.bournemouthcho.co.uk/news/17218825.hundreds-of-social-care-users-in-bournemouth-and-poole-feeling-lonely/</a></li> </ul> <p><b>Referrals to children’s social care increased in line with population growth between 2010-11 and 2017-18.</b> The number of referrals to children’s social care increased by 7% between 2010-11 and 2017-18, to 655,630. Over the same period the 0–17 population of England experienced broadly similar growth, increasing by 5.2%. The increase in the number of children in need episodes between 2010-11 and 2017-18 was below population growth, with these rising by only 2%, from 735,470 to 753,840.</p>	

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**Between 2010-11 and 2017-18 referrals increased by 7% while child protection assessments increased by 77%.** Although initial referrals to local authorities increased by only 7% over the period from 2010-11 to 2017-18, local authorities carried out 77% more child protection assessments. It is not clear if the disproportionate increase in assessments is because of lower risk thresholds applied by authorities, a change in the nature of referrals made, or other factors.

**The most expensive cases, where children are taken into care, have risen by almost triple the rate of population growth.** Between 2010-11 and 2017-18 the number of children in care at year end increased by 15% to 75,420 children, more than triple the rate of overall population growth. There has been a notable increase in the number of children over 16 taken into care, which increased by 78% between 2010-11 and 2017-18, from 3,210 to 5,710. Local authorities report that these children often have more complex needs and as a result are harder to place into foster care and are more likely to go into residential care, which is costlier.

**The cost of children in care is rising.** Local authorities are budgeting to spend £4.2 billion on looked-after children in 2018-19, which is £350 million (9.1%) more than they budgeted to spend in 2017-18. Although the number of children placed in residential care by local authorities increased by 9.2% between 2013-14 and 2017-18, the cost of residential care increased by 22.5% over the same period.

**Demand for residential placements and staff has outstripped capacity.** There has been an increase in the use of residential care, and this has exposed the lack of suitable placement capacity available to local authorities: only 32% of local authorities report that they have access to enough residential homes for children aged 14 to 15 years, and 41% for those aged 16 to 17.

**It is difficult to say with any certainty what is causing increased demand and activity in children's social care.** However, some known drivers are deprivation, domestic abuse, substance misuse and adult mental health others are the variation in local practice and responses to need.

**There is significant variation between different local authorities in both the activity and cost of their children's services.** The rate of children in need episodes during 2017-18 ranged from 301 to 1,323 per 10,000 children between local authorities. There is even greater variation between local authorities in the amount that they spend on children's social care: in 2017-18, the amount spent by local authority per child in need episode ranged between £566 and £5,166 per year across different local authorities. Some of this variation could be attributable to differences in the way that individual local authorities define each episode.

**There is no link between spending per child in need and quality of services as assessed by Ofsted.** Some services are rated Good by Ofsted with spending of £570 per child in need while others are rated Good with spending of £4,980. Neither the Ministry of Housing Communities Local Government nor Ofsted has set out any expectation of the 'right' spend to achieve a Good rating. Similarly, Ofsted ratings for children's

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social care services are not correlated in any way with changing levels of child protection plans and do not provide any indication of the likelihood that authorities will be able to reduce the numbers of looked-after children, on which most money is spent.

**Local authorities have responded to financial pressures by prioritising child protection work and reducing spending on non-statutory children's services.** Local authorities have seen their overall real spending power reduce by 28.6% since 2010. Authorities have responded to this pressure, and increased statutory children's social care activity, by reducing spending on non-statutory children's services and increasing spending on statutory social work. The proportion of spending on preventative services, such as children's centres, fell from 41% in 2010-11 to 25% in 2017-18. Spending on statutory activities rose from 59% to 75% over the same period. In 2017-18, the total national overspend on children's services was £872 million. The proportion of local authorities that have overspent on children's social care has increased, rising from 63% in 2010-11 to 91% in 2017-18

**Local authority characteristics account for 44% of variation between different local authorities over time in how they respond to demand for children's social care.** Different levels of deprivation could account for 15% of the variation between local authorities' use of child protection plans. A further 10% of this variation may be accounted for by changes which affect all local authorities at the same time, such as the introduction of a new policy. However, by far the greatest cause of variation appears to be the characteristics of local authorities themselves, and their areas: even when accounting for factors such as funding and staffing levels, so this approach suggests these local authority characteristics account for approximately 44% of variation. These local characteristics are wide-ranging, and include custom and practice in children's social care, local market conditions and characteristics of children and their families.

**Local authorities which have closed children's centres have not had any consequential increases in child protection plans.** Measured through increased child protection plans. the closure of these centres has not resulted in increased statutory children's social care activity. Indeed, for those local authorities which had closed centres there was a slight fall in the number of child protection plans in future years

There is an increasing demand for good school places for children with complex educational needs. A drive by Central Government to ensure more families with children with special educational needs have improved access to good education. Councils are set to benefit from an additional £250 million in their high needs' budgets over the next two years, this is on top of the £6 billion already provided and an extra £100 million investment to create more specialist places in mainstream schools, colleges and special schools:

(Source: National Audit Office; "Pressures on Children's Social Care", 2019)

[New school places to benefit children with additional needs](#)

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The BCP Shadow Executive has been actively engaged during the development of the budget proposals, as have Elected Members from Bournemouth Christchurch and Poole Councils.

Executive/Strategic Directors, Service Directors/Heads of Service, and the BCP Programme Board have also informed the development of the MTFP.

The public have been kept informed through a series of published articles within Bournemouth Council and Borough of Poole Council magazines:

- [Bournemouth Council magazine](#)
- [Poole Council Magazine](#)

Further information on these proposals is available to the public through the Shadow Authority's website and can be found here: [Consolidated Medium Term Financial Plan update](#)

Under Section 65 of the Local Government Finance Act 1992 (the Act), Councils have a statutory duty to consult with representatives of ratepayers on its proposed expenditure for the following financial year. Business leaders across Bournemouth, Christchurch and Poole were invited to attend a presentation on the BCP Budget for 2019/20 and Medium-Term Financial Plan from the BCP Interim Chief Financial Officer and members of the BCP Finance Task and Finish Group.

New Applicants for reductions in the proposed BCP Council Tax levy and those Residents and their partners who are currently eligible under a preceding Council's Local Council Tax Support Scheme will continue to be protected.

The Local Council Tax Support Scheme that is proposed protects vulnerable residents as applicants or their partners in receipt of one of the following, will continue to be protected: - • Disability Premium. • Enhanced Disability Premium. • Severe Disability Premium. • Disabled Child Premium. • Carer Premium. • Support component within the ESA. • War Disablement Pension. • War Widow Pension. • War Widows Disablement Pension. • Universal Credit recipients, who are not pensioners, but the applicant or their partner is in receipt of an income of premium listed above.

To date some savings, efficiencies and additional resources being incorporated into the MTFP position have been assumed for financial planning purposes only and remain subject to consultation, and, if carried forward shall require Elected Member approval.

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### Relevant research, census and other evidence or information that is available and relevant to this EIA:

The BCP Council will provide services for the 395,600 residents who live in the area, 186,000 people who work in the area and 12.7 million people who visit the area each year. The resident population is expected to grow to 418,700 by 2027.

- The **age** profile - just over six out of ten residents living in BCP (62%) are of working age and 17% of the population is aged between 0-15. BCP has a higher proportion of older people living in the area compared to the national figure, over one fifth of the BCP population (21%) is aged 65 and over compared to 18% of the UK. In 2017, there were 4,104 births and 4,386 deaths.
- The **gender** profile - there are slightly more females living in the area than male residents. Our female residents have a longer life expectancy than males. No robust data on the UK trans population exists but the government tentatively estimate that between 0.3% and 0.8% of the population identify as trans.
- The **disability** profile - one in ten residents (10%) has a disability that limits their day to day activity a little and 8% have a disability which limits their day to day activity a lot.
- The **ethnicity** profile - 88% of residents are from a White British Background, 6% from a White Minority Ethnic Background and 6% of residents are from a Black Minority Ethnic Background.
- The **religious beliefs** profile - The 2011 Census shows six in ten residents (60%) state they have Christian beliefs, 29% of residents do not hold a religious belief, almost 8% of residents did not state their religion. Other religions stated by residents include Muslim (1%), Buddhist (0.5%) Hindu (0.5%), Jewish (0.5%) and Sikh (0.1%).
- **Sexual identity** - nationally 2% of the population identified as lesbian, gay or bisexual (LGB). When applied to the BCP population approximately 6,500 residents would identify as LGB. Younger age groups (16 to 24) are more likely to identify as LGB (4%).
- **Marital status** - of the population aged over 16 in our community almost six out of ten residents are living as a couple (57%), of these 77% are married, 21% living together but not married and 2% are in a same sex civil partnership or cohabiting. Over two out of five residents (43%) are not living in a couple, the majority of which 59% say they are single, 18% divorced, 16% widowed, 4% separated and 3% say they are married or in a civil partnership but do not live together.

Further data can be found [BCP equality monitoring data](#).

### Service user and employee monitoring data available and relevant to this policy in relation to any Protected Characteristic:

Bournemouth, Christchurch and Poole workforce data is published here: [BCP workforce data](#)

The data for Bournemouth and Poole is based on a snapshot @ 31<sup>st</sup> March 2018 and the date relating to Christchurch is based on the employees that are due to be TUPE transferred to BCP Council.

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Equality monitoring data which relates to employees is submitted on a voluntary basis and there is a high proportion of unknown data for disability, ethnicity, religion and belief and sexual orientation, particularly for employees in Christchurch Borough Council.

**If there is insufficient research and monitoring data, please explain in the Action plan what information will be gathered.**

Consideration has been given to the proposals for assumed savings as submitted across the services. Some submissions may individually or collectively lead to unintended and disproportionate impacts on members of some protected characteristics.

It is suggested that further attention continues to be given to the potential of cumulative impact which may arise as more decisions are agreed.

### Part 3 – Assessing the Impact by Equality Characteristic

	Actual or potential positive outcome	Actual or potential negative outcome
1. Age <sup>1</sup>	Increased number of bed spaces available through purchase and acquisition of care home.	Council tax levy and the scarcity of limited bed spaces available for adult social care services may require people to contribute towards their care. The Increased demand for adult care services lead to cumulative impacts on people as a result of their age. Specifically, when combined with the location in which they reside and the increased chance of becoming less able as disability increases exponentially with age (see below) <u>Age and increases in disability</u> <u>Dementia incidence increase with age</u>
2. Disability <sup>2</sup>	Increased number of bed spaces available through purchase and acquisition of care home.	There may be a disproportionate number of older people who are also disabled who may not be exempt from

<sup>1</sup> Under this characteristic, The Equality Act only applies to those over 18

<sup>2</sup> Consider any reasonable adjustments that may need to be made to ensure fair access

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Part 3 – Assessing the Impact by Equality Characteristic		
	Actual or potential positive outcome	Actual or potential negative outcome
		<p>increases in Council tax who may have more complex needs when accessing adult social care services</p> <p>Any reductions in staffing may further reduce the number of staffs who identify as having a disability (based on number who have self-declared).</p>
3. Sex/Gender	Until additional information is made available about the allocation of resources it is unknown if there will be a positive or negative impact	Females are more likely to work in part time roles within specific business areas.
4. Gender reassignment <sup>3</sup>	Until additional information is made available about the allocation of resources it is unknown if there will be a positive or negative impact	No negative impact identified.
5. Pregnancy and Maternity	Until additional information is made available about the allocation of resources it is unknown if there will be a positive or negative impact	No negative impact identified.
6. Marriage and Civil Partnership	Until additional information is made available about the allocation of resources it is unknown if there will be a positive or negative impact	No negative impact identified.
7. Race	Until additional information is made available about the allocation of resources it is unknown if there will be a positive or negative impact	There could be a negative impact on some groups as they are more likely to be found working within Children and Adult Services. BCP workforce could become less representative of the communities that it serves
8. Religion or Belief	Until additional information is made available about the allocation of resources it is unknown if there will be a positive or negative impact	No negative impact identified.

<sup>3</sup> Transgender refers to a person who identifies with a different gender to that which they were assigned at birth.

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Part 3 – Assessing the Impact by Equality Characteristic		
	Actual or potential positive outcome	Actual or potential negative outcome
9. Sexual Orientation	Until additional information is made available about the allocation of resources it is unknown if there will be a positive or negative impact	Any reductions in staffing may further reduce the number of LGB & T staff (based on number of staffs who have self-declared)
10. Any other factors/groups e.g. socio-economic status/carers etc <sup>4</sup>	Usual protections will be applied for vulnerable groups in proposed Council Tax Levy	There may be a negative impact on under-represented groups
11. Human Rights	Human Rights compliance.	No potential breaches or restrictions to Human Rights identified for a complete list see below  <a href="#">Human Rights Act 1998</a>

<sup>4</sup> People on low incomes or no income, unemployed, carers, part-time, seasonal workers and shift workers

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### Part 4 – Equality Impact Action Plan

Please complete this Action Plan for any negative or unknown impacts identified in the assessment table above.

Issue identified	Action required to reduce impact	Timescale	Responsible officer
Pressure of £8.5m in Adult Social Care deficit (plus £7.3m in savings).	<p>Provide additional spaces to mitigate the impact of the £8.5m funding gap</p> <p>Negotiations to purchase a care home to provide these additional bed spaces for Adult Social Care are already underway. A successful acquisition of a care home by the Council will provide opportunities to generate additional income through the sale of some bed spaces to self-funders, as well as provide more affordable bed spaces for people who contribute towards the cost of their care by topping up funds allocated to their care package. <a href="#">Borrow cash to buy care home</a> and fund annual on costs.</p>	2019	Service Director Community Learning & Commissioning
Consideration of proposals for savings	Implement agreed proposed savings across services	2019 onwards	Strategic Directors
Mitigate known funding deficits within Adult and Children's Services	Ensure enough funds are allocated to Adults and Children's Services to offset known deficits	2019 onwards	Strategic Directors