

The City of Edinburgh Council

10.00am, Thursday, 23 February 2023

Council Revenue Budget Framework (2023/24) – Integrated Impact Assessments

Executive/routine
Wards
Council Commitments

1. Recommendations

- 1.1 It is recommended that members of Council:
 - 1.1.1 pay due regard to the following, through consideration of this report:
 - 1.1.1.1 potential equality, rights, sustainability, environmental and economic impacts associated with the revenue budget 2023/27 officer proposals for 2023/2024
 - 1.1.1.2 the recommendations to mitigate potential negative impacts
 - 1.1.1.3 the cumulative equality, rights, sustainability, environmental and economic impacts across all revenue budget options.

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Report

Council Revenue Budget Framework (2023/24) – Integrated Impact Assessments

2. Executive Summary

- 2.1 This report presents a summary of the main equality, rights, environmental and economic impacts of the 2023/24 officer budget proposals and notes mitigating actions to reduce any potential negative impacts alongside an assessment of cumulative impacts.

3. Background

- 3.1 The updated Council Business Plan 2023/27 brings together our strategic priorities into a single plan responding to the need for change. This plan was considered at the Council meeting on 15 December 2022 and will be presented to Council following setting of the Council's 2023/24 budget for finalisation and approval. In parallel with the development of this plan, an update report on the Council's Revenue Budget Framework 2023/27 was considered by the Finance and Resources Committee on 7 February 2023 and has been referred on to today's meeting.
- 3.2 As well as meeting the requirements of the Equality Act 2010, human and children's rights conventions, Fairer Scotland Duty 2018 and the Climate Change (Scotland) Act 2009, Integrated Impact Assessments (IIA) 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.
- 3.3 The Council's approach to the IIA process is aligned to the wider Equality and Diversity Framework 2021-2025. In addition to an 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).

- 3.4 This report presents a summary of potential equality, diversity, human rights, sustainable development, health, inequality, poverty and economic impacts of the officer proposals with associated savings for 2023/24 and the mitigating actions which have been proposed. These findings should inform the budget decision at Council on 23 February 2023.
- 3.5 An IIA of the potential impact of each budget proposal has been undertaken by relevant lead officers and signed off by relevant Service Directors. A separate process considered the potential cumulative impacts of the proposals, taken as a whole.
- 3.6 The Council's Policy and Insight teams have supported officers across departments to complete IIAs with:
- 3.6.1 five IIA training sessions delivered remotely in 2022, open to any Council, NHS and West and Midlothian Council staff.
 - 3.5.2 a bespoke IIA budget training session offered to identified proposal sponsors on 5 January 2023.
 - 3.5.3 written guidance, supporting information and examples made available on the Orb and the Council website.
- 3.6 Further, the Equality, Diversity and Rights (EDR) Advisors Network is in place and EDR advisors have been trained to support relevant service areas on equality, diversity and rights considerations, and to assist with carrying out IIAs.
- 3.7 Given the extent of activity undertaken in recent years to inform the Council's priorities, no direct additional consultation or engagement has been undertaken as part of the 2023/24 budget development process. The Council will, however, set out – based on integrated impact assessments – what consultation will be necessary and when this will take place following the financial decisions taken by Council on 23 February 2023.

4. Main report

- 4.1 The incorporation of equality, rights, economic and environmental 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, and on climate change and partnership and prevention activity, increasing the effectiveness of the mitigating actions.
- 4.2 There are 22 budget proposals being considered for approval by Council on 23 February 2023, five of which have been assessed as requiring an IIA. Of the remaining proposals, statements have been completed for those proposals considered as having no relevant impact on equality, economy and the environment, or where 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. All IIAs and

statements for 2023/24 can be accessed on the Council website at www.edinburgh.gov.uk/impactassessments .

- 4.3 Where change proposals are in early stages of development, there may be a requirement to do further iterations of the IIA. If there are any changes to the budget proposals further to decisions made at Council meeting on 23 February 2023, the IIA will be updated accordingly and if appropriate shared with a relevant Committee.
- 4.4 A cumulative integrated impact assessment has been carried out to identify any small impacts which, when taken together, could have a larger effect on a particular issue or population group. This assessment is based on the information provided in the individual budget proposal IIAs.
- 4.5 The proposals for which an IIA has been prepared, and which form the basis of the cumulative assessment, are listed below:
- **Taxicard** (service for disabled people who are unable to use bus services) - funding will cease on a phased basis to 2024/25; service users will have more flexibility in their choice of supplier and the restriction of a maximum of 104 journeys per year will be lifted.
 - **Concessionary Travel on Trams for Under 22s** - the Council will not extend the temporary funding of free concessionary travel for under 22s on trams beyond 31 March 2023.
 - **Third Party Spend** – examines non-statutory services purchased from partners along with grants paid to third sector organisations to ensure that Best Value is achieved and that areas of duplication are minimised.
 - **One-off increase in Income and reduction for Events and Cultural Grants** - funding for events and cultural grants will be reduced in 2023/24 on a one-off basis, while a long-term saving is identified.
 - **Reduce demand for temporary accommodation** by increasing the number of properties available and support for households at risk of homelessness.
- 4.6 Details of the cumulative assessment are provided in Appendix 1.
- 4.7 The assessment of the cumulative impacts (positive and negative) of the five proposals is that these would be minor (see appendix 1 for details) and would impact disabled people, older people and children and young people, in addition to other vulnerable groups, such as those from low incomes and experiencing poverty. Details are given below.

Negative impacts

- 4.8 The negative impacts identified were generally concerned with young people under 22 no longer having access to free concessionary travel on the trams; note though that concessionary bus travel remains in place thus offering an alternative to tram travel.

- 4.9 There is the risk that the identified mitigations for the phase-out of funding for Taxicard aren't understood or utilised by current users, however, engagement events will take place and a communication plan will be developed to action points raised.
- 4.10 The ending of some of the additional services provided by the Council through third party spend could impact negatively on children and young people and their families and NHS colleagues as there may be a requirement for universal provisions to be managed accordingly by NHS Lothian.
- 4.11 Negative environmental impacts identified were mainly associated with the reinstatement of charges for tram travel for young people under 22. This may have a negative impact on the modal shift to public transport from less sustainable options such as cars and potentially increase demand for bus use, leading to more crowded buses. Also, the current provider for Taxicard holders uses electric vehicles and replacement arrangements would involve using providers that are still transitioning to similar sustainable modes.

Positive impacts

- 4.12 The review of third party spend for non-statutory services for children and families is intended to lead to fairer and more equitable access to statutory agencies provision for all children, young people and their families.
- 4.13 A range of positive impacts were identified for vulnerable families by the proposal to reduce demand for temporary accommodation by making more permanent homes available and to provide additional support and advice to those that require it.
- 4.14 This is achieved through enabling vulnerable families to have access to fit-for-purpose permanent accommodation thus improving their ability to control their home environment, access family support networks, improve resilience and build community capacity. Increased information and support as part of this proposal is anticipated to have a positive impact by assisting with access to multi-disciplinary support services.
- 4.15 The Council intends to take forward investment in these properties to improve sustainability (ie more energy efficient) of the properties.
- 4.16 The phasing out of the Council's Taxicard scheme may offer more flexibility in choosing transport providers for Taxicard holders and an unlimited number of journeys, while the new joined-up approach of the Taxicard system may lead to lower emissions through more efficient journey planning resulting in fewer vehicles.
- 4.17 In carrying out IIAs, relevant lead officers for budget proposals are also obliged to consider mitigating actions to reduce any negative impact from proposals, details of these are provided in the individual IIAs, and include:
- **Taxicard** - engagements events will be held and a communications plan will be developed to action points raised.
 - **Concessionary Travel on Trams for Under 22s** – concessionary bus travel remains in place thus offering an alternative to tram travel.

- **One-off increase in Income and reduction for Events and Cultural Grants** – training opportunities and access to alternative sources of funding will be promoted.
- **Third Party Grants** – to develop a communications plan for engagement with stakeholders to ensure any potential impacts are fully understood and mitigated where necessary.

4.18 If any other impacts on equality and rights are identified as part of further consultation processes, proposal sponsors will revise their IIAs as necessary, with these revised IIAs being made publicly available through publication on the Council's website.

5. Next Steps

5.2 Senior managers across all service areas will ensure that IIAs will be amended or updated as required following discussion at full Council and as proposals are more fully developed, to ensure that statutory duties are met.

6. Financial impact

6.1 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.

7. Stakeholder/Community 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.

7.3 Assessments of environmental impacts 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

7.4 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.

7.5 If an IIA determined that a consultation on a proposed budgetary change was required, then following that consultation, it would be a decision for elected members whether to proceed or not with the implementation of the proposal.

- 7.6 The cumulative impact assessment is based on the information provided in the individual budget proposal IIAs.

8. Background reading/external references

- 8.1 [The City of Edinburgh Council Equality, Diversity and Rights Framework 2021 – 2025](#)
- 8.2 [Public Bodies Climate Change Duties report 2021/22](#)

9. Appendices

- 9.1 Appendix 1 – Integrated Impact Assessment on Cumulative Impact of 2023/24 Budget Proposals

Appendix 1

Integrated Impact Assessment – Summary Report

Each of the numbered sections below must be completed

Please state if the IIA is interim or final – **Final**

1. Title of proposal

Cumulative Integrated Impact Assessment on Budget Proposals 2023/24.

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

The revenue savings proposals aim to provide efficiencies and 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

Given the extent of activity undertaken in recent years to inform the Council's priorities, no direct additional consultation or engagement has been undertaken as part of the 2023/24 budget development process. The Council will, however, set out – based on integrated impact assessments – what consultation will be necessary and when this will take place following the financial decisions taken by Council on 23 February 2023.

4. Is the proposal considered strategic under the Fairer Scotland Duty?

The overall Revenue Budget Framework is considered strategic under the Fairer Scotland Duty, insofar as individual budget proposals may be found to have a cumulative socio-economic impact. Socio-economic impacts are considered in each IIA.

5. Date of IIA

1 February 2023

6. Who was present at the IIA? Identify facilitator, lead officer, report writer and any employee representative present and main stakeholder (e.g. Council, NHS)

Name	Job Title	Date of IIA training
Ruth Baxendale	Senior Policy and Insight Officer	IIA Trainer
Gareth Dixon	Senior Policy and Insight Officer	17 December 2019
Claire Marion	Senior Change and Delivery Officer (carbon management)	
Fraser Rowson	Principal Accountant	5 September 2018 and 23 January 2019
Ross Murray	Operations Manager	
Gillian Kennedy	Project Manager	

7. Evidence available at the time of the IIA

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal
Data on populations in need		N/A for cumulative IIA. The purpose of the cumulative IIA is to consider whether any impacts arise as a result of the <i>cumulative effect</i> of smaller impacts identified within individual IIAs. These individual IIAs have considered the appropriate evidence in relation to the corresponding budget proposal.
Data on service uptake/access		As above - N/A for cumulative IIA
Data on socio-economic disadvantage e.g. low income, low wealth, material deprivation, area deprivation.		As above - N/A for cumulative IIA
Data on equality outcomes		As above - N/A for cumulative IIA
Research/literature evidence		As above - N/A for cumulative IIA
Public/patient/client experience information		As above - N/A for cumulative IIA

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal
Evidence of inclusive engagement of people who use the service and involvement findings		Given the extent of activity undertaken in recent years to inform the Council’s priorities, no direct additional consultation or engagement has been undertaken as part of the 2023/24 budget development process.
Evidence of unmet need		As above - N/A for cumulative IIA
Good practice guidelines		As above - N/A for cumulative IIA
Carbon emissions generated/reduced data		As above - N/A for cumulative IIA
Environmental data		As above - N/A for cumulative IIA
Risk from cumulative impacts		Information on the impacts identified for each proposal provided by respective budget proposal lead officers have been used to undertake this cumulative impact assessment.
Other (please specify)		As above - N/A for cumulative IIA
Additional evidence required		As above - N/A for cumulative IIA

All evidence and data relevant to specific budget proposals are listed in corresponding IIAs. All budget proposal IIAs received were used as the basis for this Cumulative Integrated Impact Assessment. All IIAs and statements for 2023/24 can be accessed on the Council website at www.edinburgh.gov.uk/impactassessments .

The team received 5 IIAs.

- **Taxicard** (service for disabled people who are unable to use bus services) - funding will cease on a phased basis to 2024/25; service users will have more flexibility in their choice of supplier and the restriction of a maximum of 104 journeys per year will be lifted
- **Concessionary Travel on Trams for Under 22s** - the Council will not extend the temporary funding of free concessionary travel for under 22s on trams beyond 31 March 2023
- **Third Party Spend** – examines non-statutory services purchased from partners along with grants paid to third sector organisations to ensure that Best Value is achieved and that areas of duplication are minimised.

- **One-off increase in Income and reduction for Events and Cultural Grants** - funding for events and cultural grants will be reduced in 2023/24 on a one-off basis, while a long-term saving is identified.
- **Reduce demand for temporary accommodation** - by increasing the number of properties available and support for households at risk of homelessness.

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

Equality, Health and Wellbeing and Human Rights	Affected populations
<p>Positive</p> <p>The Council proposals seek to ensure as far as possible that all citizens can positively benefit from change proposals.</p> <p>This is based on the premise that change can mean different provision rather than less provision and that reconfiguring services is one way in which the Council can see to protect front line capacity.</p>	<p>All</p> <p>Disabled people, children and young people and their families; people experiencing poverty (homeless households).</p>
<p>Taxicard: this proposal will offer service users more flexibility in their choice of supplier and the restriction of a maximum of 104 journeys per year will be lifted</p>	<p>Specific groups where a positive impact was identified include:</p> <p>Disabled people (Taxicard holders)</p>
<p>Reduce demand for temporary accommodation: a range of positive wellbeing and economic impacts were identified for vulnerable families by the proposal to reduce demand for temporary accommodation by making more permanent homes available and to provide additional support and advice to those that require it.</p> <p>This is achieved through enabling vulnerable families to have access to fit-for-purpose permanent accommodation thus improving their ability to control their home environment, access family support networks, improve resilience and build community capacity.</p> <p>Increased information and support as part of this proposal is anticipated to have a positive impact by assisting with access to multi-disciplinary support services.</p>	<p>Vulnerable groups, such as those from low incomes and experiencing poverty (homeless households)</p>
<p>Third Party Spend: the review of non-statutory services for children and families is intended to lead to fairer and more equitable access to statutory agencies provision for all children, young people and their families.</p>	<p>Children and young people and their families</p>

Equality, Health and Wellbeing and Human Rights	Affected populations
Negative	
Current Taxicard holders may feel isolated or unable to make essential journeys if unaware or unfamiliar with replacement arrangements.	Disabled people (Taxicard holders)
<p>Concessionary Travel on Tram for under 22s - the Council will not extend the temporary funding of free concessionary travel for under 22s on trams beyond 31 March 2023. There would be a negative impact for under 22s, including those from lower socio-economic groups and disabled young people.</p> <p>This is partially mitigated by the continued concessionary fares on bus.</p> <p>Negative impacts include:</p> <ul style="list-style-type: none"> • Young people facing financial barriers to accessing tram travel will no longer have free access to integrated travel (increase in transport poverty). • Reduced accessibility to services, eg employment, education and social opportunities. • Low-income households face cost barriers to travel/and or can't afford to travel with children. • Reduction in personal independence, engagement in leisure and social activities. • Bus users may also be negatively impacted due to potential overcrowding on services due to increase use by under 22s. 	<p>Children and young people under 22 years; Children and young people from lower socio-economic groups Low-income households Disabled people under 22 Bus users</p>
Third Party Spend: Ending some of the additional services provided by the Council will require universal provisions to be managed accordingly by NHS Lothian.	Children and young people and families and NHS colleagues
One-off increase in Income and reduction for Events and Cultural Grants will result in a reduction in the number of events taking place in the city. For one year, this will reduce the opportunities for people to participate or observe events.	All

Environment and Sustainability including climate change emissions and impacts	Affected populations
Positive Positive impacts were identified to reduce carbon emissions and improve air quality:	

Environment and Sustainability including climate change emissions and impacts	Affected populations
<p>The Taxicard proposal may lead to lower emissions through more efficient journey planning resulting in fewer vehicles.</p> <p>Reduce demand for temporary accommodation: The Council intends to take forward investment in these properties to improve sustainability (ie more energy efficient) of the properties</p>	<p>All (in particular, infants and young children and those suffering from respiratory illnesses)</p> <p>All</p>
<p>Negative The following negative impacts were identified:</p>	
<p>Taxicard: Current provider uses electric vehicles. Replacement providers have not yet fully transitioned to electric fleets.</p> <p>Concessionary Travel on Tram for under 22s: Data shows that the overall concessionary scheme for under 22s encourages modal shift to public transport from less sustainable options such as the use of private vehicles.</p> <p>Potential increase in congestion if reduction in tram use leads to additional use of private vehicles. This may be partially mitigated by the continued concessionary fares on bus.</p> <p>To continue to service the same number of travellers using bus only could lead to an increase in the number of vehicles on the road or reconsideration of existing routes.</p>	<p>All (in particular, infants and young children and those suffering from respiratory illnesses)</p>

Economic	Affected populations
<p>Positive</p>	
<p>Taxicard: Provides customer with choice and ability to seek out more economical journeys.</p> <p>Concessionary Travel on Tram for under 22s: benefit for bus operators as reduction in tram concessions may incentivise bus use.</p> <p>Reduce demand for temporary accommodation: Increasing support for households who may be at risk of becoming or currently are homeless will:</p>	<p>Disabled people (Taxicard holders)</p> <p>Bus providers</p> <p>Vulnerable groups, such as those from low incomes and experiencing poverty (homeless households)</p>

Economic	Affected populations
<ul style="list-style-type: none"> • Provide access to income maximisation services, providing support to access benefits and other funding available; • Enable households to access affordable housing options which will support more households during the on-going cost of living crisis and beyond. • Improve income from employment by providing information on employability support, increasing access to jobs and helping young people into positive destinations. 	
Negative	
<p>The following negative impacts were identified:</p> <p>Taxicard: there is a risk that replacement arrangements are not understood or fully utilised which could lead to isolation and difficulty in making essential journeys, including accessing shops and services throughout the city.</p> <p>Concessionary Travel on Tram for under 22s: Focusing concessionary travel on a single mode may have a knock-on financial impact for the tram operator.</p> <p>One-off increase in Income and reduction for Events and Cultural Grants: There is a potential negative impact on the city's economy if the number of events taking place is reduced as a result of the one-off reduction in funding for events. This may include revenue for local event organisers and their associated supply chains.</p> <p>In addition, the one off-reduction in funding in events may lead to fewer event organisers choosing Edinburgh in the future, although the proposals do not at this stage extend beyond one year or impact on the major festivals and events in the city. This one-off reduction will also mean that fewer applicants will be successful in receiving funding.</p>	<p>Disabled people (Taxicard holders)</p> <p>Tram operator</p> <p>All</p>

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

As part of the Council's terms and conditions of contract, any external contractors will be required to comply with equal opportunities and the public sector equality duty; and must assist the Council in achieving its sustainability commitments by taking account of the Council's Sustainable Procurement Policy.

- 10. 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. The Edinburgh (City of Edinburgh Council and Health and Social Care Partnership) British Sign Language (BSL) plan demonstrates commitment to improve services for BSL users with actions across a range of themes and services. The Council's Interpretation and Translation Service is also available for those who require materials in different languages.

- 11. Is the plan, programme, strategy or policy likely to result in significant environmental effects, either positive or negative? If yes, it is likely that a Strategic Environmental Assessment (SEA) will be required and the impacts identified in the IIA should be included in this. See section 2.10 in the Guidance for further information.**

No proposals were identified as requiring a SEA.

- 12. 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.

IAs 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 be cognisant of impact on equalities, sustainability and economy.

- 13. Specific to this IIA only, what recommended actions have been, or will be, undertaken and by when? (these should be drawn from 7 – 11 above) 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 job title)	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	In line with IJB strategic plan timelines
Elected members should consider the results of the budget proposal IIAs, including this cumulative IIA.	Elected Members	February 2023	Ongoing
Implementation of the Poverty Commission Proposals will mitigate against some negative impact on people who are experiencing poverty and positively contribute to addressing poverty in the city	Elected Members and Corporate Leadership Team	Ongoing	Ongoing
Implementation of the updated Business Plan will ensure mitigating actions are taken against any negative impacts arising from implementation of the budget proposals. The Change Team will endeavour to ensure equalities is mainstreamed throughout the plan's development, and during implementation, in order to mitigate against any negative impacts identified in this cumulative IIA.	The Change Team	2023-2025	Ongoing
Relevant lead officers for budget proposals should progress any specific actions in individual proposals to mitigate against negative impacts, continue to update their IIAs after further consultation and develop communications plans as appropriate	Relevant lead officers for budget proposals	ongoing	January 2023

14. Are there any negative impacts in section 8 for which there are no identified mitigating actions?

No; mitigating actions are detailed in the individual IIAs

15. How will you monitor how this proposal affects different groups, including people with protected characteristics?

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

16. Sign off by Head of Service

Name

Date

17. Publication

Completed and signed IIAs should be sent to:

integratedimpactassessments@edinburgh.gov.uk to be published on the Council website www.edinburgh.gov.uk/impactassessments