

Appendix 5: Budget equalities analysis 2018 - 2023

Overview

This Appendix constitutes the equalities analysis for the Revenue & Capital Budget 2019/2020 report. It provides:

- a summary of the council's legal obligations in relation to equality under the Equality Act 2010;
- an overview of the national and local context in which the council is making these decisions
- an assessment of the potential equalities impact of the 2018/2023 savings proposals on residents sharing protected characteristics (and those characteristics recognised in Lambeth's local equalities policy)
- an explanation of how any impacts associated with these will be mitigated and monitored going forward
- actions for implementation and next steps.

Public Sector Equality Duty: The council's legal duties

Section 149 Equality Act 2010 requires public bodies to have **due regard** to the need to:

- **eliminate unlawful discrimination**, harassment, victimisation and any other conduct prohibited by the Act;
- **advance equality of opportunity** between people who share a protected characteristic and people who do not share it; and
- **foster good relations** between people who share a protected characteristic and people who do not share it.

Protected characteristics defined by law include: race and ethnicity, disability, sex, gender reassignment, age, sexual orientation, pregnancy and maternity, and religion or belief. Having **due regard** means that the council is required to consciously think about the three tenets of the Equality Duty within the council's decision-making processes.

Under the duty, decision makers must be able to evidence that they have considered any impact of the proposals under consideration on people who share the protected characteristics, before decisions are taken. This also includes any decisions relating to how authorities act as employers; how they develop, evaluate and review policies; how they design, deliver and evaluate services, and how they commission and procure services from others.

By law assessments must:

- Contain sufficient information to enable a public authority to show it has paid "due regard" to the equalities duties in its decision-making; and,
- Identify methods for mitigating or avoiding any adverse impact

In a financial context where significant savings are required it is essential that these are identified and delivered in a balanced and sustainable way. The council have endeavoured to ensure the process followed in assessing the equalities impact of savings proposals, is robust and rigorous in its consideration of potential impacts on equality groups (protected characteristics), before decisions are made.

National context

Authorities across the country are facing serious challenges. The combined impact of long-term reductions to public spending alongside increasing service demand means that there is considerable pressure upon revenue budgets, with councils having to do more with less.

At the same time, the council know that there are a range of pre-existing inequalities which affect Lambeth's residents, and that wider national trends may be increasing these. These include:

- ongoing changes to tax credits, benefits and indirect austerity taxation, which have been shown to have a disproportionately negative impact on low income households¹;
- the impact of transitioning from legacy benefits towards universal credit and use of sanctioning on those either unable to work or stuck in low-paid/ precarious work. The EHRC has suggested that this has weakened the safety net for these groups, leaving people at increased risk of poverty, hunger, incurring debt and rent arrears and experiencing ill-health and homelessness². Disabled people, women and some BME groups are at particular risk.
- the increased incidence of in-work poverty. In Lambeth, most households living in poverty now having at least one person in employment.
- a national housing shortage, with the issue of a lack of affordable housing being particularly pronounced in London.

Lambeth's Equalities Commitment

Lambeth Council has a firm political and organisation commitment to reducing inequality. 'Achieving fairness for all' is a commitment which is embedded within the current administration's political manifesto. The council's four-year partnership strategy Future Lambeth: Our Borough Plan for 2016-21, also emphasises the council's ambition to make Lambeth a stronger, fairer and more prosperous borough through inclusive growth; reducing inequality; and building strong and sustainable neighbourhoods. It sets out a range of priority outcomes relating to the strategic objective of reducing inequality.

The Lambeth Equality Commission, which reported in July 2016, also proposed a set of areas that the council needs to focus on to reduce inequality in the borough. These were:

- Tackling education underachievement
- Tackling low pay and poor working conditions
- Council workforce leadership and diversity
- Reducing the impact of crime on Lambeth's young people

The organisation is in the process of implementing these, with a one-year progress report currently being completed.

The delivery of these aims will also be informed and supported by other key strategies including the Health and Wellbeing Strategy and Lambeth's Workforce Strategy.

Budget prioritisation

The council's decisions about where to make savings; where to invest; and how to transform services are informed by the strategic objectives and priorities set out in the Borough Plan, and by the priority recommendations areas set out by the Lambeth Equality Commission³. Furthermore, the council has prioritised those areas and functions that will enable us to encourage economic growth, foster resilience, deliver care and foster independence and create positive places and spaces for citizens and residents of Lambeth.

¹ EHRC (2015) Cumulative Impact Assessment: A research report by Landman Economics and the National Institute of Economic and Social Research (NIESR) for the Equality and Human Rights Commission

² EHRC (2018) The cumulative impact of tax and welfare reforms: A research report by Landman Economics and Aubergine Analysis.

³ [Lambeth Equality Commission Cabinet Report](#)
Inequality in Lambeth

Economic growth

The council recognises that economic growth can help to create opportunities for residents, and investment in Lambeth, and that it is becoming an increasingly important source of revenue for the council. The council has maintained investment in those functions that help to generate economic growth in the borough and will work to maximise the return from its assets and investments. The council are focusing on increasing its own organisational capacity around skills, low pay and progression so the council can identify opportunities for local people, make sure they benefit from rapid economic growth in the borough, and reduce key inequalities relating to low pay.

Resilience

Lambeth has also made substantial investment in those areas that help to foster greater resilience amongst more vulnerable resident groups. It is ensuring there is an adequate financial advice and support offer available to Lambeth residents who may be struggling financially. The council have also maintained existing levels of support (£16 mil) to assist the most vulnerable with their Council tax and exclude many people from any Council tax liability at all. The council has minimised reductions in early years and early help to build families' resilience. This alongside building the specialist capabilities of early help function, should improve value for money as the organisation's capacity to act earlier in response to need improves. The council has not taken any further savings from adult mental health and the budget is protected for the next 7 years, recognising the importance of this service transformation in an area of priority need. Significant reform of children's services has focused on managing demand. Changes to the commissioning of residential placements combined with greater investment in campaigns to increase numbers of local foster carers and adopters should see better outcomes for looked after children and young people and achieve greater value for money overall.

In youth and play services for children, the council has taken the decision to reduce spend on physical assets and facilities management to ensure there is sustained funding for frontline youth provision. The council is undertaking significant investment in specialist and targeted projects which will support positive emotional development within young people and divert them away from crime and risky behaviours. The council are also investing in localised interventions which should make a real difference to the lives of vulnerable young people. It continues to build on the progress achieved in tackling violence against women and girls and are making efforts to find alternative sources of funding to help us tackle youth violence in the borough. Lambeth's voluntary and community sector (VCS) play a key role in connecting and building resilient and cohesive communities. The council is currently commissioning a VCS infrastructure contract to help to build the capacity of the sector. It has also provided a crowd funding platform to support the sustainability of local groups and build their capacity to find their own alternative sources of funding.

Care and independence

Where savings are being made in the area of health, this is largely through the integration of health and social care and through working more closely with the local VCS. The council are strengthening this relationship between the VCS and public sector through Lambeth Together and activities like social prescribing. These alliances have brought significant benefits and the council are able to build on the positive work of initiatives such as Living Well Network Alliance which is delivering positive mental health outcomes from residents. The council has protected spend on respite care and short breaks for disabled children and their families and sustained funding of mental health services for vulnerable children and adolescents CAMHS. The council has also maintained services for vulnerable adults with complex needs to ensure they have access to specialist multi-agency support.

Quality of Place

In relation to its responsibilities to maintain the quality of place the council is looking to make these services financially sustainable by finding opportunities to raise income, re-contract and improve efficiency. Investing in infrastructure and housing through the Capital Programme schemes allow the council to

Inequality in Lambeth

address some of the symptoms of inequality by ensuring that residents live in decent homes and are surrounded by improved public realm and accessible transport links. The council have also reduced savings from libraries in recognition of the value of these assets as social hubs, community resources and shapers of place.

Achieving Savings: Methodology

Making savings is a difficult task and the council has have sought to do this in a fair and balanced ways using evidence and insight, and by applying sound judgement. It is delivering these savings targets in a range of different ways including:

- **Transforming services:** decommissioning services, reconfiguring service/teams and building capacity to deliver/commission in-house and reduce the costs of external provision.
- **Using diagnostics/intelligence:** using data and insight to review, rationalise and redesign services, with a focus meeting priority needs, manage demand and reducing wastage.
- **Introducing fees and charges:** increasing cost for certain services functions. In some cases, charges reflect updated assessment of the cost of delivering specific functions and seek to cover the cost of these.
- **Reducing service offer and targeting need:** identifying those with the highest degree of need and tailoring interventions to meet these.
- **Changing assessments and eligibility criteria:** using more stringent criteria to ensure that those in greatest need continue to get the support they are entitled to.
- **Reducing budgets:** identifying efficiencies and economies of scale.
- **Staffing:** reducing staff numbers and combining teams.

Budget equality analysis – risk-based approach

The council has taken a risk-based approach to analysis of equalities impacts of budget proposals and identified proposals where there are perceived to be groups that may be disproportionately impacted (compared to overall Lambeth population). As the proposals have developed, they have been screened for potential impacts on those with protected characteristics. It also includes an analysis of non-statutory equalities considerations; language, socio-economic and health and social wellbeing which Lambeth includes within its equalities approach.

Analysis identifying potential risks and mitigations has been shared, discussed and developed with decision-makers and senior officers. Cabinet members have had the opportunity to see and comment on the analysis as it has been developed, and to use it to inform their discussions and decision making as part of the budget development process. Each proposal will have an accompanying Equalities Impact Analysis (EIAs) to provide analysis of the potential equality impacts of the proposed change and where relevant suggest or recommend the appropriate mitigations. These will be published prior to the implementation of any proposed change. Detailed proposals and the analysis will also be reviewed by the Corporate Equalities Panel.

Potential equalities impact of departmental budget proposals: Methodology

The proposals analysed in this report have been taken from Consolidated Savings Proposals templates 2017/18-2019/20 and conversations with lead officers to explore potential equalities impacts in more detail where necessary. The table below summarises those proposals assessed as having potential impacts on groups sharing protected characteristics. This equalities analysis also sets out mitigating actions that may need to be considered as decisions are being made about the savings proposals. It is important to note that the approach for assessing the equalities impact of savings proposals is an on-going process. At this stage the analysis is indicative and as individual proposals are further developed and implemented, they will be subject to further assessment.

Budget equalities analysis:
2019 -2020

Adults and Public Health Saving Proposals 2019 2020

Ref	Proposal	Type of change	Savings 000	Proposed change	Who is affected?	Potential equalities impact	EIA status
19.20 A&P H-006	Aspire Day Centre	Procurement/contract	47	Review day service provision at Aspire Wellbeing and develop a preferred option for the future delivery of the service. The chosen option will aim to deliver savings on the current cost of provision.	Older people (age), disability; health and wellbeing; Socio-economic	Envisioned the needs of service users will still be met but potentially in a different setting. There may be negative impact on users who may find a change of provider disrupting especially if the alternatives are further away. Mitigations include a review of any service redesign specifications to ensure they continue to meet the needs of all those who are eligible to receive this service.	EIA planned once service redesign is complete and changes are understood
APH 19.20 007	OP and PD Domiciliary and Associated Care Services Review	Service change (reduction provision)	500	Detailed review of the way in which domiciliary care, reablement services and Community Meals (meals on wheels) provision is commissioned, prescribed and delivered to disabled and older adults. Adopt a holistic approach to consider these as	Older people, disabled adults (and their children) with physical and learning disabilities, carers, wider familial networks	It is intended that the review/diagnostics will better enable Adult Social Care to manage demand by identifying clients who are currently in receipt of small packages of care (1-10 hours). The analysis and subsequent reviews will establish whether these packages continue to reflect/meet the needs of older people and people with physical disabilities. Where low-level care packages have been used as a means of 'preventative' care or support, there is a risk these residents will be assessed as ineligible in the future. There is	EIA will be undertaken in the project and will consider any change to current policy or practise in designing or providing packages of care. EIAs should only be required should a change of

				interdependent social care services and determine requirements for current levels; identify cost effective alternatives to maintain health and wellbeing and improve expected outcomes.		potential for any changes in the nature and level of care received to be unsettling for clients, and to have short term negative impacts on the quality of outcomes e.g. health and wellbeing and social outcomes. Mitigations: All reviews will be on a case-by-case basis. Service users and carers will be consulted prior to any changes to packages of care. Workers undertaking any reviews/assessments will be trained in 'strength –based' approaches. This will underpin the review process with service users and carers and help to determine an appropriate level of care package as well as identify any potential alternative sources of support available to address assessed need. Where possible service users will also be signposted to relevant voluntary organisation e.g. Age UK befriending services, etc. Reviews will be robust and where a person's needs have decreased, workers will evidence where required the availability of alternative support to maintain the client's levels of resilience and capacity for self-care. All this work will be compliant with Care Act Legislation	policy or service provision be needed. Each work stream will identify should this occur and an EIA conducted.
APH 19.20	Fees and charges	Income	150	A proposal to review the charging policy	Disabled people, older	Potential negative impacts on users with people ceasing to use services (i.e. to	A full consultation as

009				<p>within Social Care to recover a proportion of costs for chargeable provided commissioned services. Savings yielded via a) service users being charged a 'flat charge' for transport b) reduction of Disability Related Expenditure Allowance to eligible service users & c) limiting 6 weeks free domiciliary care to Reablement</p>	people, socio-economic	<p>attend day service or college) due to either an inability or unwillingness to contribute towards the cost of transport. It is possible that any new payment process could result in disabled people having less money available to carry out their normal functions which could have a negative impact on their day-to-day living.</p> <p>Mitigations: 'Reviews of circumstances' will be conducted for any individuals that cease a service and financial advice provided for them. Additional support could include a financial Assessment with Every Pound Counts teams, this would involve working with affected service users to help them maximise benefits available them to enable payment of any charges as far as possible. As a precaution, a rigorous financial assessment will be worked through with those residents most likely to be affected to establish their capacity to meet the proposed charges before any changes are enacted.</p>	part of developing the proposals is planned circa 2019/2020
APH 19.20 018	Lambeth Tenancy Support Private Sector	Service change (reduction in provision)	200	Decommissioning Single Homeless Project service	Wide range of residents across the equalities spectrum including but not limited to	The proposal seeks to decommission the advice and advocacy service currently delivered by SHP and replace with a more sustainable and cost-effective solution. Going forward, private sector tenants will receive assistance from Lambeth's Tenancy Support	EIA will accompany consultation with organisations affected including Single Homeless

					socially excluded, low income families on in-work benefits, unemployed men on low incomes, BAME, ESOL, mental health	Team/Service. Residents may benefit from improved communication and closer working relationships with different aspects of housing services which are able to help residents avoid tenancy loss, eviction and homelessness. Those in need of this service may present complex needs and require intensive support. There is risk that housing officers may not have the expertise, knowledge or capacity to manage this effectively. Mitigations: It is intended that the new service will have enough capacity to manage demand, where needed, there is also the scope to signpost residents to VCS organisations for advice on benefits and assistance. In circumstances where specialist support is required (i.e. due to acute vulnerability or high risk) there is scope to retain a working relationship with Single Homeless Project to meet their needs.	Project - National provider of services once the decision to close the service has been ratified. The service should provide assurances that there will be no drop in the standard of advice offered and that officers will assume the independent advocacy in respect of other agencies to seek the best possible outcome for tenants
19.20 A&P H-022	Other health improvement	Service Transformation (non-staffing)	343	Reduction in size/spend and retender/redesign of existing weight management service (225,000) Ending subscription to Good Thinking portal	Disability and health (Obese adults), low income individuals	This service change should see the service being much more targeted towards people with long term conditions and other risk factors rather than being a more universal service. Whilst a more targeted offer will have a positive impact for those disproportionately at risk, mainly BME people and those with long term conditions, there is a possibility that	Each aspect of the service transformation will have an EIA completed. This has already completed occurred for the Weight Management

				<p>and reduction of non-recurrent budget to support (£63,000)</p> <p>3. Removal of programme management support around health improvement (£55,000)</p>	<p>Disability (People with mental health issues)</p>	<p>fewer people will be able to access the service overall.</p> <p>Mitigations: There will be signposting to alternatives including fee paying weight management programmes, recognising however, this may not suit all especially where finances may be an issue. It is expected the remaining programmes including the Good Thinking portal will have a minimal impact given the coverage of the service. In the absence of this resources, potential users of the app will be signposted to either other online resources about good mental health and wellbeing or advice where greater support may be required. Where health improvement programme have previously benefitted from programme management support, this will now be delivered by existing staff with knowledge of the programmes.</p>	<p>Service but will need to be updated</p>
19.20 A&P H-024	Sexual health	Service Transformation (non-staffing)	552	<p>1.Repricing/re-contracting sexual health services in clinic and online so as to achieve pricing savings (no reduction in access) - £578k</p> <p>2.Ending funding given to GPs for HIV testing/condoms</p>	<p>Young people, Ethnicity; BME, Sexual orientation (men who have sex with men)</p>	<p>It is anticipated these savings proposals will have limited impacts. Of the four elements, two are focused around procurement and data management. For the remaining, the success of these proposal is reliant upon the effectiveness of signposting with potential impacts identified in relation to channel- shift i.e. movement away from GP-based testing towards new e-testing services. Effective signposting will be</p>	<p>The service is progressing with EIAs for both the HIV testing and Sexual health proposals. EIA are not required for the pricing change and analytics work</p>

			<p>service and ending subscription to national HIV testing service in favour of signposting into London STI testing e-service - £30k</p> <p>3.Bringing the sexual health analysis in-house and reducing spend on analytics - £21k</p> <p>4.Reducing spend on GP-based sexual health enhanced service from £143k to £100k through focusing the service on contraception activity rather than testing and signposting people needing testing into e-service - £43k</p>		<p>important to mitigate the risk of people not being aware of where to go to access testing. However, the potential re-focusing the GP service towards contraception activity may assist in reducing that risk.</p>	
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Children and Young People Savings 2019 - 2020

Ref	Proposal	Type of change	Saving 000	Proposed change	Who is affected?	Potential equalities impact	EIA status
17.18 CHN-002	Independent Fostering Agency	Service change (non-staff)	390	To reduce the cost of Independent Fostering Agency (IFA) placements	Children and Young people, disabled, BME,	The proposal should yield positive outcome for children and young people. Annual increases in the number of Lambeth-based foster carers should	An EIA is not planned. It is anticipated the impact of

				<p>and increase the number of Lambeth Foster Carers. This proposal is to reduce costs as follows: Best value commissioning and contracting arrangements to achieve best value for the local authority in purchasing placements from independent providers.</p> <p>Increasing the proportion as well as the total number of children placed in with Lambeth foster families.</p>	socio-economic	<p>enable those CYP for whom it is appropriate to maintains local links (family, friends, education, and amenities) and offer greater stability. This could be of especial benefit to vulnerable children with challenging behaviours who should benefit from access to local provision and social care (see CHN 19.20 001) as well as a highly trained cohort of foster carers able to provide more specialist placement offering locally.</p>	<p>proposed changes will be positive.</p>
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CHN 18.19 004	Early Years and Targeted Support: Early Years Commissioning	Service change (reduction in provision)	500	To achieve savings to the early years commissioning budget it is proposed commissioning priorities are reviewed and reduced, and that some services are decommissioned, and other contracts	Early years commissioning is aimed at children under five and their families, with support targeted to vulnerable groups and those at greatest risk of not achieving their potential.	<p>These proposals would reduce the range and volume of targeted services available to support young children and their families.</p> <p>The council would aim to mitigate this impact as far as possible by ensuring that:</p>	EIA to commence 2018
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			<p>extended for a further year with at a reduced cost and scope to be negotiated with providers.</p> <p>The council proposed to undertake a re-commissioning process and issue new contracts from April 2020.</p> <p>Current commissioning priorities for this budget line are:</p> <p>Support for young parents</p> <p>Support for perinatal mental health</p> <p>Community based parenting support</p> <p>Support for digital access and inclusion</p> <p>Financial resilience – advice and guidance</p> <p>Support for families speaking English as an Additional Language</p> <p>Training and employment advice for parents</p> <p>Support for children’s emotional and</p>	<p>Groups who will be affected by these changes include:</p> <p>Young parents under twenty four and their children</p> <p>Parents requiring support for their mental health and wellbeing in the perinatal period and their children</p> <p>Parents with low levels of educational attainment</p> <p>Parents who are workless or in low paid work</p> <p>Parents and children speaking English as an Additional Language</p> <p>Parents and children in BAME groups</p> <p>Parents and children living in poverty</p>	<p>A coordinated and integrated early years pathway identifies children and families with additional needs in the ante and post-natal period and as any needs emerge, and that there are clear processes for referral to the services available at an early stage.</p> <p>There is an increase in the amount of adult learning provision (including that targeted towards parents with low levels of educational attainment, those who are workless or in low paid work; and those speaking English as an Additional Language) which is commissioned by the Lambeth Adult Learning Service and delivered in children’s centres with crèche support. This will include support for parents to develop their digital skills and to learn English and Maths.</p> <p>The commissioning and range of support for perinatal mental health in Lambeth is reviewed in partnership with the LEAP programme, and any gaps in support are identified and action taken to address these.</p>	
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			<p>physical health and well being</p> <p>Future commissioning priorities with a reduced budget are proposed as:</p> <p>Support for young parents</p> <p>Community based parenting support</p> <p>Financial resilience – advice and guidance</p> <p>Support for families speaking English as an Additional Language</p>	<p>The Alexandra Rose voucher project which is currently delivered by a limited number of children’s centres in Lambeth will be rolled out across the borough and targeted to families in greatest need to ensure access to free fruit and vegetables and support around healthy eating and cooking.</p> <p>The workforce development programme developed as part of the LEAP into Healthy Lifestyles Project is made available to all children’s centre and early years staff borough wide, so that all staff are equipped to provide consistent advice and guidance around healthy eating and nutrition in the early years.</p>	
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<p>CHN 19.20 001</p>	<p>Children Social Care Placements</p>	<p>Service transformati on (staffing)</p>	<p>303</p>	<p>Reducing the number of children in the care system and the cost of those in care via</p> <p>(a) Commissioning and block purchase options – Children Looked After (LAC)</p> <p>b) Establish an intensive family support team</p> <p>(c) Establish a repeat removals team</p> <p>(d) Establish a reunification team</p> <p>(e) Corporate Parenting approach to growing in-house Fostering Service</p>	<p>BME, disabled young people, LGBT, young males and females</p>	<p>This proposal is intended to have a positive impact on looked after children and care leavers as it is underpinned by the principle that children have better outcomes when they are close to and/or within their families and local communities if looked after. The service transformation entails several changes including a new commissioning and purchase model for care. It is envisioned the new infrastructure will improve and increase capability to monitor and manage risk and safeguard. Whereas the intensive therapeutic methodologies are designed to enable professionals to support children and families more effectively and achieve to positive outcomes.</p> <p>Black African and Black Caribbean children are over represented in Lambeth’s looked after and leaving care populations. It is aim of these proposals to support children then to remain within their family/community network or where this isn’t possible, for them to be cared for locally by carers who are representative of the diversity within Lambeth’s</p>	<p>Consultation and EIA pending. As understood that impact is intended to be positive.</p> <p>It is suggested that the service could as part of its monitoring/ evaluation process includes some benefits realisation analysis to assess nature of positive impact achieved.</p> <p>Children’s Services has a statutory duty to consider a child’s ethnicity, disability, religion and sex in all assessments, decisions and planning.</p>
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					<p>community. The development of the in-house fostering service, alongside the establishment, recruitment and training for the specialist teams should reflect evidence-based interventions/best practice for successful engagement with foster carers, families, children and young people from black and ethnic minority backgrounds.</p> <p>As boys are overrepresented within looked after and care leaving populations it is proposed that the specialist Edge-of-Care and Reunification Team support a ratio of girls and boys consistent with reducing the proportion of boys who become or remain looked after. The 'repeat pregnancy' aspect of the proposal targets females with focus of on reducing the number of new babies entering the care system where it is already known they will be unable to remain within their family network. This aims to improve the mental health and reduce the re-traumatisation of very vulnerable females who are often adult victims of abuse and exploitation.</p>	
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						The Fostering Service intends to build on its recruitment work to encourage same sex individuals and couples to consider fostering. In addition to providing for direct work with and/ or the recruitment of additional foster carers who can meet the needs of looked after children or care leavers with disabilities.	
19.20 CHN 005	Early Help	Service Change (Reduction in Provision) Service Trans (Staffing) Service Transformation (non Staffing)	100	Transformation of early help services to include a reduction in posts, a move from direct delivery to capacity building services and improved partnership working with universal services.	Low income families, race and ethnicity and age, health and wellbeing.	<p>The function currently provides whole family intervention to support families with multiple needs around parenting, mental health and family conflict. The redesign of Early Help is intended enable the service to sustain itself in the longer-term once central government grant funding ceases to support residents identified as Troubled Families.</p> <p>The impact of this change is expected to be positive. The service will build on the approach being tested through the Early Help Streatham Pilot which aims to increase the ability of universal services to deliver effective, whole family interventions for families with emerging needs. Where families are identified as</p>	Significant partner engagement took place between January-June 2018 (196 partners completed the early help survey) Consultation between November 2018-January 2019. Equalities impact assessment will be developed in conjunction with the business case circa November 2019.

					<p>having complex needs, they will receive support from skilled early help practitioners. The increased capacity and remodelling of service will also deliver positive outcomes for children and families in need of mid-level (Tier 2) support as they will be able to access the appropriate level of assistance to prevent their escalation into statutory social care services.</p> <p>There is a risk that the early help service could place too great a burden on universal services that may lack the specialist knowledge or experience to meet the need of these complex families. There is also the potential to overestimate the capacity to replicate the success of the Streatham Pilot and reliance upon this success could possibly lead to early help service being unable to meet demand. In addition, potential changes to the team structure and roles may be unsettling for staff which may have a knock-on effect for clients.</p> <p>The success of this localised model and outcomes for families will be monitored on an ongoing</p>	
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						basis with practitioners, professionals and programme coordinators.	
19.20 CHN0 06	Youth Offending Service	Service Change (Reduction in Provision) Service Transformat ion (Staffing)	62	Decommissioning of intervention projects including St Giles; Intervention Programme and the Wells Centre health worker	Young BME, SEN young male and females, sex, socio- economic, health and wellbeing, Young Offenders and Children and Young people at risk of or involved in risky behaviour	<p>The decommissioning of these diversionary programmes in their current form (i.e. commissioned by YOS). The new approach should enable closer working relationships and allow for better economies of scale and more efficient use of resources amongst partners including CCG, Community Safety and Early Help.</p> <p>Under the proposal the Youth Offending Service will have the ability access specialist support provided by these services from elsewhere within council e.g. community safety. This will allow officers to draw on resources needed to develop and deliver targeted interventions based on their understanding of their clients and families. The current model of health provision for YOS will be improved as it will be embedded within a broader health offer provided as part of Lambeth Clinical Commissioning Group.</p>	EIA pending.

						There may be a risk that case workers may not be able to access the advice service as quickly as they might if the contract remained in service. Where gaps are found to exist, the service will identify more innovative ways of developing staff drawing on expertise within organisation, the borough and across partnership.	
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Corporate Resources Savings 2019 – 2020

Ref	Proposal	Type of change	Savings 000	Proposed change	Who is affected?	Potential equalities impact	EIA status
18.19.C R (ORD)- 001	Capita Call Centre Volume Reduction	Service Transformation (non staffing)	50	Moving to an effort-based model which will release savings every 6 months commensurate with reduction in call volumes. There are no thresholds to be met, therefore all reductions in effort will deliver price reductions for the Council.	May present challenges for older people, ESOL, disabled (visual impairment) socioeconomic (assumption of ICT capability)	The proposal seeks to encourage service users to use online platforms to contact the council. It is understood that most users 90% can use online platforms. The website is becoming more accessible and intuitive and easing customer journeys easier thus reducing the need to call. Where clients have demonstrated consistent challenge or shown they are unable to access the online service, they will have access to a tailored or in-depth telephone advocacy service and/or face-to-face service within the customer centre.	EIA pending

Neighbourhoods and Growth Savings 2019 – 2020

Ref	Proposal	Type of change	Savings	Proposed change	Who is affected?	Potential equalities impact	EIA status
N&G 17.18.- 037	Recommissioning the Financial Resilience Strategy	Service change (non-staff)	40	<p>Re-commissioning advice services, focussing solely on welfare benefit advice (rather than debt advice).</p> <p>The council currently funds advice on benefits, debt and housing from the Lambeth Advice Network and specialist benefit advice services from Every Pounds Counts</p>	BAME residents, ESOL/new arrived, disabled, households struggling financially, communities, disabled, health and wellbeing	The council currently funds advice on benefits, debt and housing from the Lambeth Advice Network and specialist benefit advice services from in-house service Every Pounds Counts. If implemented the proposal will see a reduction in service capacity, or may lead to the service only being accessible to certain groups of residents (e.g. those on means-tested benefits) and/or for certain types of advice (e.g. appealing benefit decisions made by Department for Work and Pensions). Changes to residents' ability to access these financial resilience-based services which offer advice on welfare benefits and debt management, may have a negative impact upon some vulnerable residents (complex needs, low income, private renters, precarious employment). This could extend beyond financial impact to include health, wellbeing and social impacts. Limited access might increase the risk of these households either getting into debt/arrears or worsening debt/arrears (i.e. rent, utilities, etc), which in the worst cases	Both an EIA and consultation are required.

					<p>could lead to homelessness or financial hardship. This may also have impacts upon any young and/or older dependants.</p> <p>In order to mitigate impacts, the proposal will see a gradual reduction in funding to enable less established organisations to find alternative sources of core funding agencies from other local or national funders (e.g. Money Advice Service). There is the potential for Lambeth to approach Housing Associations to see if they can contribute to the upkeep of this service in the longer term given their tenants may use or benefit from these services. The council will work with local advice agencies and other stakeholders over the coming years to co-design the advice offer that would still be available. The implementation of an open procurement for external advice should enable providers (that do not have a contract) to offer solutions, new ideas, more competitive management costs and better value for money so the sector can be sustained. Officers and existing providers will where their capacity is limited may also be encouraged to signpost</p>	
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						residents to national advice wherever possible.	
N&G 17.18 031	Extensions to Parking CPZ Phases 2-4 based on demand from residents	Income	1000	Further CPZ implementation subject to need/demand and consultation. Additional income from Parking will go towards Highways expenditure	Low income households, people with disabilities, older people.	Low income houses will potentially be negatively affected, those living in houses of multiple occupancy who may have more than one vehicle and subject to higher tariffs for additional vehicles. Disabled residents may also be potentially impacted as they may be limited to dual parking zones on CPZ roads. Whilst the council is trying to promote active travel and use of public transport, it may also be that families using cars to travel to local schools will be negatively affected.	A statutory consultation is required and will need to be included in the timeline.
N&G 17.18 033	LED Central Management System	Service change (non-staff)	50	To reduce energy costs for street lighting by 10%. The savings will be achieved through a combination of reducing the light in the early hours of the morning where less lighting is required	Age, sex, disability, race	More lighting can lend to a greater sense of security. In this regard, a reduction in lighting may have a negative impact on residents with concerns about community safety and the effects/rates of crime and anti-social behaviour locally. This may also have an impact on shift workers (socioeconomic) who may travel to work during early hours. Mitigation will be developed based on a risk assessment carried out as part of the project delivery to	To be carried out in 2018/19 as part of project delivery, recommend HIA as well to shape proposals.

						where lighting might be reduced and the appetite for reduced lighting at particular locations.		
N&G 19.20 007	New Waste Model	Bulky Pricing	Income	30	Reduction in number of items collected for an initial charge with overall increase in price per item.	Potentially lower income households.	There is potential financial impact for those on lower incomes who will now have to pay more in the event of an increased need for the service which exceeds the threshold. However more effective promotion of availability of recycling charities for reusable items may mitigate the impact and alleviate cost for some.	EIA planned 2018/19
N&G 19.20 011	Permit fees and charges		Income	100	Carry out an annual review of fees & charges, taking into consideration the focus to reduce vehicle emissions as well as inflation. Introduce permits in new CPZ	Low income households, people with disabilities, older people.	Low income households will potentially be negatively affected, particularly those of multiple occupancy who may have more than one vehicle and subject to higher tariffs for additional vehicles. Disabled residents may also be potentially impacted as they may be limited to dual parking zones on CPZ roads. Whilst the council is trying to promote active travel and use of public transport, it may also be that families using cars to travel to local schools will be negatively affected.	Statutory consultation required

Equalities analysis

Previous cumulative impacts analysis⁴ undertaken by the council assessed the cumulative impact of local and national budget and policy changes 2011-2016. It looked at which population groups sharing protected characteristics were negatively impacted by these changes, but also how people with multiple characteristics might be impacted. This information was then used to help develop the equality priorities in the Borough Plan.

This information provides useful context for the equality analysis presented here, in that, the budget changes set may have impacts that contribute or exacerbate impacts that have taken place in the past.

This analysis identified that there are four population groups who have been negatively affected by austerity, welfare reform, changes in the national economy and local service changes. These are as follows:

- **Children in poverty** with a focus on those who are homeless or living in temporary accommodation, families living in poverty where children are subject to some sort of social care intervention, families where there is a young person who has been convicted of a criminal offence, families living in poverty where there is a disabled adult or child and young people from these families not in education, employment or training.
- **Long-term low pay**, with a focus on those living in the private rented sector (who have been more exposed to rising housing costs and the impact of welfare reform), and on those groups who are most likely to be low paid.
- **Long-term unemployed**, with a focus on families with children, people from ethnic minority backgrounds, have disabilities including mental health issues and be older working age.
- **Residents with multiple-complex needs.** This group is made up of residents with the most significant multiple and complex health and social care needs, and includes not just those who are already in receipt of support from adult social care services, but also those who for various reasons are not, but who have significant need nonetheless. This group will also include the carers of those with multiple-complex needs.

It is important that the council takes into account the impact of previous decisions on these groups, when assessing the impact this new set of decisions.

The equalities analysis identifies those groups, by protected characteristic, who may experience negative impact as a result the changes proposed. Based on the analysis of the savings proposals and their predicted impacts, the equality groups most affected are: **socio-economic; age (children and young people and older people); disability; sex; race and ethnicity and health and wellbeing.**

These potential impacts are outlined below:

Children and young people (Age): Changes to the availability of, and/or the way in which targeted YOS interventions and diversionary activities are accessed, may have a disproportionate impact upon BME, children with special educational needs and disabilities (SEND), young males, females (including families) at risk of involvement in criminal activity, gang affiliation and other risky behaviour. Focusing funding on

⁴ Insert hyperlink

higher-level (i.e. 2nd tier) targeted youth and play provision may lead to reduced service capacity and potentially fewer positive impacts on the wider children and young people population.

Older residents (Age): Proposals to review and domiciliary spend could see older residents who are currently in receipt of low-level care provision have this service amended or potentially reduced (or increased) based upon their circumstances. Any changes to day service provision (e.g. location) could be disruptive or disincentivise older people (including those with disabilities) from making use of essential day services; increasing their risk of social isolation and potentially reducing monies available for day-to-day living costs.

Women and pregnancy (Sex and Maternity) Reductions to early years commissioning offer, combined with reduced access to children centres, may affect parents and carers (including grandparents, carers and wider kinship carers). It is likely to have a disproportionate impact on mothers, especially those with varied health needs including emotional and psychological. Women on lower incomes may be impacted in instances where they must travel further to access the service. It is important to note that this may have an impact on the children themselves in terms of their social development and emotional and physical welfare. Any risks to children are increased particularly where parent/s are considered vulnerable; in need of support, interventions and or access to health practitioners.

Disabled residents (Disability): Disabled residents may be impacted by planned extensions to controlled parking areas, or changes to welfare or advice services. Proposals to review and domiciliary spend could see disabled who are currently in receipt of small care packages have this service amended or potentially reduced (or increased) based upon their circumstances. This could result in them being signposted to alternative provision which could be unsettling initially or considered inappropriate for their personal needs. Where there is a possible cost implication attached to the use of a service, this might act as a disincentive to using a service that might benefit them.

Low income households (socioeconomic): The introduction or increase in fees/charges for council services will have a greater impact upon those a range of groups characterised as having limited incomes i.e. receipt of in-works benefits, low paid workers, and the unemployed. This could also include families with disabled children and/or special educational needs, and disabled adults (i.e. learning and physical) and older people in receipt of care packages and may disproportionately affect BAME and certain ESOL populations who are more likely to be on low incomes. Real concerns exist for children in low income households as they are according to research at greatest and increasing risk of destitution, with measurable impacts on **health and wellbeing**, social, educational outcomes. The combined impact of charges, welfare changes and any reduction (though minimal) to debt advice service offer has potential to limit the level of support available to these groups

Council staff: In cases where changes may result in a staff reduction this could result in decreased morale as well as a potential loss of specialisms, skills and service capacity. This in some cases result in an increased burden upon universal services and remaining staff which could have a cumulative impact on service performance and customer experience.

Non-targeted service user and Men (Sex): Transition from **universal provision** towards targeted intervention could act as a 'tipping point' resulting in those on fringes of need becoming high-need/heavy users of services in the future or having less positive experience trying accessing council services. There is potential that **men** may be affected by service changes and targeted approaches 'falling through the gaps of provision'. This might be based upon service assumptions around their perceived needs which may contribute to increased patterns of vulnerability amongst this group (i.e. mental and physical health issues stress, isolation, suicide)

These findings broadly replicate the findings of previous years and the longstanding trend of widening inequality amongst particular groups.

Potential limitations

These impacts may not be evenly distributed, and some equalities groups are more likely to use local public services than others, and so cuts to public services will disproportionately affect them. Further, although officers have attempted to provide an understanding of discrete impacts on protected characteristics they also acknowledge its limitations in reflecting intersectional disadvantage. This pattern of impact can occur where individual changes may impact certain residents differently yet which when combined may have a disproportionate effect on account of them 'belonging' multiple protected characteristics populations each of which may be affected differently or multiply impacted.

It is also important to note that whilst the analysis has not shown certain groups (e.g. married/civil partnerships, LGBTG+ and faith communities) as being disproportionately impacted by the proposals, it is important to recognise that this may merely reflect the fact that data on these communities is currently limited and as such makes determining the impact on these groups problematic. The council is currently developing its equality monitoring policy which is intended to improve the quality of profiling and segmentation data in 2019 and beyond.

Mitigating impact

In accordance with its statutory duty the council has sought to develop mitigations for any expected negative impacts. Officers have set out a series of planned actions that will help to reduce the potential impact of these proposals. The types mitigations identified across the range the savings proposals include:

- **Ongoing monitoring** of profile and case data to assess impact of changes on user customer experience or service take-up and risk.
- **Conducting 'reviews of circumstances'** where hardship or change in patterns of use, has resulted from either a change to thresholds, reduced allowances, levied charges or increased fees. Services will work in partnership with the residents to develop a package of care or support which takes account of their personal circumstances (financial, social, etc.).
- **Employing preventative approaches** working with partners with e.g. children centres and midwives to identify those in need of support and intervention earlier.
- **Transferring costs** for services and functions where possible to other agencies or seeking alternative funding sources.
- **Changing savings targets** taking decisions to reduce proposed targets based on an analysis of collective impact of proposed savings on various service users
- **Building capacity** in other service areas and/or partner agencies to respond to needs e.g. Streatham Early Help Pilot, children public health delivery in schools.
- **In-house delivery** where an external provider has been decommissioned, officers will be up skilled to enable service retention and maintain positive outcomes for residents.
- **Reconfiguring teams**, introducing new specialisms to support residents with complex needs and building-in career development opportunities

- **Income generation** identifying alternative sources of income to mitigate against the need to make further savings proposals
- **Staffing EIAs** analysing staff impact through staffing Equality Impact Assessment process, as these proposals are developed in more detail and monitoring any capacity or service issues as part of normal performance management processes.

Next steps

There will be ongoing development of a budget equalities tracker to monitor development of proposals, risk and mitigations. Completion of EIAs will enable further equalities analysis later, and this analysis will be shared with the Corporate EIA panel for comment. More detailed analysis of potential risks and identified mitigations, will incorporate information from EIAs as it becomes available. This approach will give more opportunities for members to input into the recommendations which will be implemented alongside the savings proposals. It is important to note that the approach for assessing the equalities impact of savings proposals is an on-going process which underpins commissioning. At this stage the analysis is indicative and as individual proposals are further developed and implemented, they will be subject to further assessment.

Summary and conclusion

The approach undertaken by officers involves building equality considerations into budgetary allocations at strategic and at programme level. In these challenging times this is more not less important, as the council looks to support the most vulnerable and reduce inequality. In the face of reducing financial resources, the council knows that it need to cooperate closely with Lambeth's citizens to prioritise resources and find new and creative solutions to long standing challenges. It is developing a programme to consult with citizens, including equality groups, on the budget proposals as they are developed in more detail. This will help the organisation to take account of the potential impact of the proposals on these groups, and to mitigate these impacts where possible.

Proposed actions for implementation

The officers responsible for this analysis would like to propose the following actions as part of the implementation of this budget:

The council's strategic priorities

- In response to the fast pace of change in the borough, and the significant pressures being placed on public services, the council plans to 're-set' its strategic priorities so that it is focusing on what is most important. It is suggested that this process should be informed by this equalities analysis so it is ensured the issues identified here are adequately reflected in it.

Service transformation

- Large scale service transformation, particularly in relation to adult social care and health services, forms a significant plank of these budget savings. These programmes aim to deliver better outcomes for residents, including: increased independence and resilience; and better health outcomes. It is important that as these programmes are delivered, we continue to involve residents, partners, in designing programmes that reflect what is important to Lambeth's communities.
- As the council continue to move towards greater digitisation, there is a need to continue to focus on promoting digital inclusion, and understanding the barriers to access affecting particular groups, such as disabled residents. The council's new Digital Strategy should reflect these aspirations.

Monitoring and feedback

- As these savings are implemented, officers need to track and understand the impacts of decisions taken and how they affect residents' day to day lives, particularly in light of the known impacts of ongoing austerity policies, welfare reform and economic change. The council propose putting in place clear systems for monitoring and sharing impact across high priority areas, including via the refreshed Voluntary and Community Sector Partnership Group.

Health in all policies (HiAP)

- Whilst officers have considered the impact of budget proposals on residents with pre-existing health issues and long-term conditions, it is proposed that there should also be a broader focus on assessing the health impacts of decisions and on looking for opportunities to further protect or improve health and wellbeing, in line with guidance on HIAP. Officers recommend that HiAP should be an explicit focus all future equalities analysis attached to individual budget proposals and as part of cumulative equalities impact analysis.