

**Equality Analysis (EA) Record Form**  
Formerly Equality Impact Assessment



**February 2020**

Department: **Corporate**

Team or Service Area Leading Assessment:

**Coordinated by Senior Equality and Diversity Advisor**

Title of Policy/ Service or Function:

**Council Budget 2020-2021**

Committee:

**Executive**

Lead Officer:

Director of Resources

**STEP 1 - IDENTIFYING THE PURPOSE OR AIMS**

1. What type of policy, service or function is this?

**New/ proposed**

2. What is the aim and purpose of the policy, service or function?

The proposals are intended to support the management of a reduction in funding which have led to a gap of £19.65 million in 2020/21 and further pressures anticipated in future years, as set out in the Medium-Term Financial Sustainability Strategy and in the main Executive report.

The purpose of this equality analysis is to:

1) Describe the work and decision making processes which assess potential impacts on key equality groups (protected characteristics) of the Budget proposals and highlight potential areas of adverse impact that could constitute discrimination.

2) Set out actions to ensure procedures are in place to continue to monitor and review the Equality impact of reduced revenue funding and consequent service and staff reductions.

Background and legal context

The Council has a statutory responsibility under section 149 of the Equality Act 2010, known as the "Public Sector Duty". This requires a conscientious and systematic examination of impacts on equality issues on all relevant decisions. This is set within the context of our overarching requirement under Equality law, as a designated public authority to have "due regard" to the need to:

- Eliminate discrimination, harassment, victimisation and other prohibited conduct
- Advance equality of opportunity

- Foster good relations between different (defined) groups

### Council commitment to Equality and Diversity

The Council's priorities and commitments are contained in a). The Equality Objectives <sup>1</sup>b) The Council Plan 2019-2024.

These documents describe the importance of this agenda to the Council and set out four specific Objectives.

### The Councils approach to Equality Analysis of the 2020-21 Budget proposals

As with previous budgetary cycles the Council has implemented a multi-level approach to the equality analysis exploring the impact of the Budget decisions arising from the Government's financial settlements.

This is in recognition of the complex effect on service users, staff, citizens and visitors of these decisions. This process involves a number of elements , key stages are summarised as :

- Initial service level proposals and scoping of equality issues. Focus is on the expected and known impact of service reduction proposals on key equality groups / protected characteristics; this work is led by the Senior Leadership Team responsible for the services, guided by advice by the Senior Equality and Diversity Advisor. The work is to identify the scope of possible impacts, in order to inform Chief Officer's deliberation and Elected Members selection of proposals to take forward to consultation.
- Briefing sessions with all Chief Officers to explore possible scope and impact of specific proposals on key Equality issues.
- Concurrently, initial engagement on the likely scope of the overall Budget position has been conducted with the Community wide Equality Engagement groups including the town wide Disability Partnership and Faith Forum.
- All budget related proposals with significant equality implications are identified to decision makers, an appropriate level of impact work is commissioned through data analysis and consultation with service users, and other stakeholders affected.
- Assessing staffing impacts. At this stage we are able to assess the effects of budget reductions on staff diversity issues. We do this by preparing a benchmark analysis of the current levels of workforce diversity for each of the key equality characteristics – Race, Gender, Disability, Age, Religion and Belief, and Sexual Orientation. This is then compared to the demographic profile of the pools of staff that have been placed at risk of redundancy through the specific service proposals, and any significant variances highlighted and investigated.

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<sup>1</sup> The Council's Equality Objectives are :

**Services** – We will deliver services that are fair – measured by more people telling the Council they experience fair treatment by Council services

**Staff** – We will ensure that the workforce is more representative of the community the Council serves and equality and diversity is embedded in our staff culture

**Decision making** – We will involve people from diverse backgrounds in decision making at every level

**Cohesion** – We celebrate the growing diversity in Blackpool and increase respect and understanding for all

This work is important for two reasons, firstly, to ensure there is no discrimination through the selection process and secondly, to track our process in working towards a workforce that better represents the community we serve. The assessment forms the basis of discussion and consultation with staff representatives through the Trade Union JCC structures.

- At appropriate stages, all the above is communicated and discussed with Chief Officer and the Executive Members. This in turn informs the final decisions, which are included within the finalised 2020-21 Revenue Budget report.

#### Ongoing Departmental Equality review and compliance monitoring

To reinforce specific analysis of budget related decisions, the Council operates a rigorous Equality performance and compliance process, which applies to all departments. This process aims to reinforce the annual work on budget equality analysis by focusing on the systems and procedures in place across the councils departments that ensure compliance with the Public Equality Duty, as well as wider good practice in equality and diversity.

3. Please outline any proposals being considered.

Funding and budgetary proposals as set out in the Executive report entitled General Fund Revenue Budget 2020/21 and in the report's other appendices.

4. What outcomes do we want to achieve?

To manage the impact of a further reduction in funding which have led to a funding gap of £19.65 million in 2020/21 and further pressures anticipated in future years as set out in the Medium-Term Financial Sustainability Strategy.

5. Who is the policy, service or function intended to help/ benefit?

Many of the Council's services specifically addressing social and economic inequalities and have a wide impact on inclusion and community cohesion in Blackpool.

6. Please summarise the main data / research

#### **Population Demographics**

The population of Blackpool is estimated as 139,305, with a larger proportion of residents aged 60+ compared to national age structure. Residents are mostly of White British ethnicity. Black and Minority Ethnic groups, including Irish and European residents, are estimated to make up 6% of the population approximately 8,500 people, compared with the estimated proportion for England of 20%.

According to the most recent estimates the population of Blackpool continues to gradually fall year on year. This goes against both the regional and national trend as the population of the North West and England are both seeing gradual increases each year.

**1. Table 1: Population Demographics**

Age <sup>ii</sup>	Blackpool %	England %
Aged 0-17 years*	20.8	21.4
Aged 18-24 years	7.8	8.6
Aged 25-59 years	45	46.5
Aged 60+	26.5	23.6
Ethnicity <sup>iii</sup>		
White British	94	80
White Other e.g. European, Irish	3	6
Mixed/multiple ethnic groups	1	2
Asian/Asian British	2	8
Black/African/Caribbean/Black British	0.2	3
Other ethnic group	0.2	1
Tenure <sup>iv</sup>		
Owned or Shared Ownership	62	64
Social Rented	11	18
Private Rented	26	17

\*Totals may not add up to 100% due to rounding

The most recent data for Blackpool shows a higher percentage of residents who are described as separated or divorced, 12.5%, compared to 9.2% in the North West region and 8.7% in England & Wales.<sup>v</sup>

## Age

Blackpool has a slightly older demographic in comparison to the regional and national average with 20.4% of people over the age of 65 compared to 19.1% for the North West and 18.2% for England. The percentage of people who are of working age in Blackpool is below that of the regional and national averages with 61% of people aged between 16 and 64 compared to 61.9% in the North West and 62.6% for England. The number of people aged under 16 in Blackpool is also slightly lower with 18.6% of people in Blackpool aged below under 16 compared to 19% in the North West and 19.2% for England.<sup>vi</sup>

## Race and Ethnicity

Blackpool has a predominantly white population with 94% of people describing themselves as White British compared with 80% for England. The Black and Asian community make up 3% of Blackpool's population, whilst another 3% of the population are of Eastern European origin.<sup>vii</sup>

According to the 2011 census 94.6% of people living in Blackpool were born in the United Kingdom as opposed to 91.8% regionally and 86.6% nationally. Of those born outside of the UK, the highest percentages were born in Europe (2.5%) and Asia (1.4%).

<b>Ethnic Group</b>	<b>Blackpool %</b>	<b>England %</b>	<b>North West %</b>
White British/other	96.6	85.5	90.2
Mixed ethnic groups	1.2	2.2	1.6
Asian	1.2	6.2	5.6
Black	0.2	3.4	1.3
Arab	0.1	0.4	0.3
Other	0.1	0.6	0.3

### **Gender and Transgender**

Blackpool's population is composed of 49.6% men and 50.4% women (similar to the national gender balance).<sup>viii</sup> The census does not currently include questions relating to Transgender. National Government estimates the total number of Tran's people in the UK as within the range of 200,000 to 500,000.

However, Blackpool has a significant LGBT community therefore; the numbers of transgender people who visit and live in the town are likely to be significantly higher than the national average.

### **Religion or Belief/Faith Communities**

The majority of the Blackpool population are Christian, with 67.2% of people describing themselves as Christian compared with 67.3% in the North West and 59.4% in England. Over 24% of people in Blackpool describe themselves as having no religion. This is similar to the national figure of 24.7%. However, the percentage of people with no religion in the North West is smaller with only 19.8%.

The remaining population is relatively small with only 0.7% of people describing themselves as Muslim, this equates to just over 1,000 people in Blackpool. This is significantly lower than the figures for both the North West and England with 5.1% and 5% respectively. Blackpool also has lower proportions of its population who describe themselves as Buddhist, Hindu, Jewish and Sikh compared with the rest of the country. <sup>ix</sup>

<b>Religion</b>	<b>Blackpool</b>	<b>North West</b>	<b>England</b>
Christian	67.2	67.3	59.4
Buddhist	0.3	0.3	0.5
Hindu	0.2	0.5	1.5
Jewish	0.2	0.4	0.5
Muslim	0.7	5.1	5.0
Sikh	0.0	0.1	0.8
Other religion	0.4	0.3	0.4
No religion	24.5	19.8	24.7

## Sexual orientation

There is anecdotal evidence to suggest that Blackpool has one of the largest gay and lesbian populations outside of the country's largest cities. The 2011 Census shows that 0.5% of the Blackpool population aged 16 and over was registered as being in a same sex civil partnership. The figure for England and Wales was 0.2%. In 2017, there were 605 marriages carried out in Blackpool, 6.9% of which were same sex civil ceremonies.<sup>x</sup>

## Health and Disability

Blackpool has poor life expectancy, with life expectancy at birth for males the poorest in England at 74.5 years compared to 79.6 years for the rest of England. Life expectancy for females is equally poor, at 79.5 years, compared to 83.2 years for the rest of England.<sup>xi</sup> Blackpool has the lowest life expectancies for both men and women of all upper tier local authorities. The gap in life expectancy between those who live in the most deprived quintile in Blackpool and those who live in the least deprived is estimated to be 10 years. The biggest contributors for both men and women are circulatory diseases [heart disease or strokes for example] (21.8% in males, 24.1% in females), cancer (15.7% in males, 15.6% in females), respiratory diseases [flu, pneumonia and chronic obstructive respiratory disease] and digestive diseases including chronic liver disease and cirrhosis (14.5% in males, 15.9% in females). These four areas contribute over half of the overall life expectancy gap in Blackpool.<sup>xii</sup>

In Blackpool, from July 2018 to June 2019, 22.8% of working age people are classed as economically inactive, this is a similar figure to that of the North West and England which have 22.9% and 20.9% respectively of working age people classified as economically inactive in the same period. From July 2018 to June 2019, 51% of economically inactive people in Blackpool were classed as being 'long-term sick' compared with 26.1% of people in the North West and England which have 25.9% and 22.1% respectively.<sup>xiii</sup>

Substance and Alcohol misuse is high, with alcohol-related mortality the highest for males in England and 2<sup>nd</sup> highest in females in England<sup>xiv</sup>. Admissions to hospital in Blackpool for alcohol-related conditions (narrow definition) are much more prevalent than the regional and national average. With 1,521 per 100,000 compared to 700 in the North West and 632 in England.<sup>xv</sup> Further estimates suggest that the prevalence of opiate (e.g. heroin, morphine or codeine) and/or crack cocaine use in Blackpool was 23.45 per 1,000 population amongst 15-64 year olds<sup>xvi</sup>. Blackpool has the highest drug prevalence rate across the North West region, and has the second highest rate nationally, second only to Middlesbrough.

The number of people registered with severe long-term mental health problems and who are actively accessing treatment is higher than the regional and national average. Blackpool's prevalence of GP diagnosed depression amongst those aged 18 and over is the highest in the North West at 17.3%, significantly higher than the national average of 10.7%<sup>xvii</sup>. Within the Blackpool NHS CCG area, Projecting Adult Needs and Service Information (PANSI) estimates that by 2020 amongst 18-64 years

old, 1,963 (2.4%) adults are estimated as having a borderline personality disorder, 2,751 (3.4%) as having an anti-social personality disorder and 371 (0.5%) people being diagnosed with a psychotic disorder. 7.2% of Blackpool's 18-64 population are estimated as having two or more psychiatric disorders.<sup>xviii</sup> NHS Blackpool CCG GP practices have some of the highest rates of prescribing anti-depressants in England.<sup>xix</sup> Blackpool has the seventh highest rate of suicide in England with 13.7 per 100,000 cases per year.<sup>xx</sup>

Conception rates in Blackpool females under 18 year old, are the third highest in England (32.9 conceptions per 1,000 females aged 15-17).<sup>xxi</sup> In addition, Blackpool has a lower proportion of teenage pregnancies leading to abortion (33.8%) compared to England (52%).<sup>xxii</sup> This implies a greater relative proportion of teenagers go on to become parents. Teenage conceptions have associated risks for both parent and child's health and social wellbeing.

The Royal National Institute of Blind People (RNIB) estimate that across 2016/17 there are 1,560 people registered blind or partially sighted in Blackpool.<sup>xxiii</sup> According to NHS England, in 2020, 24% of Blackpool adults aged 18 and over are estimated to have hearing loss of 25 dHBL or more. According to the Department of Education, most children with hearing and visual impairments are educated within the mainstream school system and do not generally attend special schools.<sup>xxiv</sup>

As of January 2019, there were a total of 642 children or young people with a statement of SEN (Special Educational Needs) or EHC (Education, Health and Care) plans. This is approximately 3.3% of pupils in Blackpool and is roughly in-line with the proportions for England and the North West.<sup>xxv</sup> The largest grouping of children and young people in Blackpool with an EHC plan are aged 11-15 (38.7%) with those aged 5-10 representing 31.6% of the total number of children and young people with EHC plans. Analysis of School Census data by Blackpool Council shows that SEN is more prevalent among boys than girls. As of January 2019, 65.5% of all SEN pupils are boys compared to 34.5% girls.<sup>xxvi</sup>

When looking at the number of children who require SEN support (children identified as having Special Educational Need but do not necessary have a SEN statement or EHC plan). Blackpool supports around 3,957 children. This is around 20.4% of all pupils in Blackpool, higher than England (14.9%) and the North West (15.2%). 83.8% of pupils with SEN receive SEN support, greater than England (79.4%) and the North West (79.1%).<sup>xxvii</sup>

### **Learning Disabilities**

The Blackpool adult population has a higher prevalence of learning disabilities compared to the national figure with 4.44 adults per 1,000 people with a learning disability getting long-term support from local authorities compared to 3.38 per 1,000 people in England and 3.84 per 1,000 people in the North West.<sup>xxviii</sup> As of May 2019, 846 people in Blackpool (0.6%) claimed a Disability Living Allowance for learning disabilities, which is slightly higher than the national average and the North West (0.5% respectively).<sup>xxix</sup> There are relatively few children with severe learning difficulties in the mainstream education system; in Blackpool, 24% of all special school pupils have severe learning disabilities. In addition a large proportion (26.3%) of special school SEN pupils are considered autistic.<sup>xxx</sup>



and assessed for the impact on the overall composition of employees, compared with the Blackpool population. This will help us to assess progress towards our target of becoming an employer that better reflects the composition of the community we serve.

### ***Specific impacts***

As the budget report explains, the approach is based on securing the Council's sustainability through implementing our Medium-Term Financial Sustainability Strategy (MTFSS.) The plan makes clear that service reductions and cuts were the last resort and only considered after other options have been exhausted.

As in previous years, some of the specific proposals taken forward at this stage could affect equality issues and protected groups. These specific equality issues and impacts have been – and will continue to be – explored in detailed Equality Analysis, which has informed the final decision making process.

It is also recognised that continued year on year cuts to services, can and does have a real impact on the response times and quality of front line public services. These impacts, although spread across all service users and residents, will affect vulnerable people and groups more, given that many Council services are disproportionately used by them. The Council has been very conscious of this during the process of developing these proposals and as a consequence, reductions in staffing have been considered only as a last resort, when all other options to reduce budgets have been explored.

### ***Relationships between or within communities (cohesion)***

The continued reduction in Council funding for deprived communities across much of Blackpool will have an inevitable effect on services and support for these neighbourhoods, and therefore could add to the pressures and tensions within these areas. The Council will keep a close dialogue with key community groups and leaders, to monitor this, and react if / when required.

The Council will also continue to fulfil obligations and responsibilities in recording and monitoring Hate Crime and related incidents.

Monitoring the levels and patterns of Hate Crime will be a very important means of tracing the effects on community tensions of the reductions in the wider public sector spend in Blackpool in the period ahead.

8. What do you know about how the proposals could affect levels of socio –economic inequality, in particular poverty?

Given the widespread and deep levels of deprivation in Blackpool, and the effects of multiple years of cuts to the Council's revenue budget. Further cuts, can at best only serve to reduce the scope of the Council to address these matters. These issues have been considered by decision makers throughout this process, however in the final analysis the Council is obliged to set a balanced budget.

9. What can be done to improve the policy, service, function or any proposals in order to reduce or remove any adverse impact or effects identified?

Significant budget reductions on this scale, by their very nature, have an unavoidable adverse impact

on service delivery and people. However, the decisions on individual service areas, as far as possible, have been made with regard to the impact on particular vulnerable groups and people sharing protected characteristics.

The impact on staff sharing protected characteristics will also be equality monitored to ensure, groups do not suffer disproportional adverse impact due to this and make sure that our policies do not indirectly discriminate on people who share protected characteristics.

In due course, further Equality engagement will be important as the effect of combined service cuts are difficult to measure at this stage and will only really become apparent over time. The budget reductions over the last few years are unprecedented in scale and the opportunity for these issues to be explored further through consultation and engagement with key community groups and service providers will be important in the year ahead.

The effect of the reduction in budget in respect of the workforce diversity will be measured and assessed and the long term impact on the staffing profile in respect of the overall balance of the workforce will be tracked.

## 10. Consultation

Consultation briefings on the broad budget position facing the Council have been undertaken with the community equality groups during 2011/12, 2012/13, 2013/14, 2014/15, 2015/16, 2016/17, 2017/18, 2018/19, 2019/20 and 2020/21 budget cycles. The Council's Director of Resources or his representative has often personally attended and briefed a number of these groups over this period.

Communication and a budget related engagement survey has also taken place via the Council's extensive corporate communication methods – which include website, social media, media briefings & press statements and interviews.

Once the specific proposals were published in January 2020, specific consultations with all affected stakeholders-amongst them staff, service users and other key stakeholders – have taken place. The outcomes of these consultations have been considered by key decision makers, and accordingly have informed the final proposals contained in the budget.

Consultation with the Trades Unions with regards to staffing issues has been embedded into normal working practices and has also met all formal consultation requirements.

## ACTION PLAN

Issues/ adverse impact identified	Proposed action/ objectives to deal with adverse impact	Targets/Measure	Timeframe	CLT Lead	Comments
1. Need for continued dialogue and engagement with vulnerable groups / communities and providers on the long term impact of budgetary reductions	To maintain support for structures of community engagement in equality and diversity	To engage key groups over the long term impact of service reductions on specific Equality issues in Blackpool	On-going throughout 2020.	Director of Resources	
2. Need for a full examination of the effect of service reduction on workforce diversity and continued dialogue and engagement with staff over budgetary reductions in future years	<p>To conduct equality monitoring on staff at risk of redundancy and take appropriate action if adverse impacts are identified</p> <p>To track staff equality monitoring data to ensure an accurate picture of current workforce diversity.</p>	To mitigate any disproportional effect on staff who share protected characteristics, and monitor the target of becoming a more diverse employer.	Within current and any future redundancy processes	Chief Executive	
3. Need for detailed examination of the effect of service reductions on specific service users and continued dialogue / engagement with them over budgetary reductions in future years	To conduct equality analysis as part of service redesign /commissioning review proposals and take appropriate action if possible to mitigate adverse impacts are identified	To mitigate any disproportionate effect on service users who share protected characteristics if possible, and monitor the outcome of changes.	Within current and any future budget reduction exercises	Corporate Leadership Team	

## ARRANGEMENTS FOR MONITORING AND REVIEW

Please outline your arrangements for future monitoring and review below.

Agreed action	Monitoring arrangements	Timeframe	CLT Lead	Comments
1. To maintain current support for structures of service user and provider engagement.	To be built into the Directorate Business planning and Compliance review processes	2020 and ongoing	Corporate Leadership Team	
2. To conduct equality monitoring on staff at risk of redundancy and take appropriate action if adverse impacts are identified To track staff equality monitoring data to ensure an accurate picture of current workforce diversity.	To be built into the Directorate Business planning and Compliance review processes	2020 and ongoing	Corporate Leadership Team	
3. Where appropriate to conduct equality monitoring on service changes and take appropriate action if adverse impacts are identified	To be built into the Directorate Business planning and Compliance review processes	2020 and ongoing	Corporate Leadership Team	

<sup>i</sup> ONS Mid-Year Population estimates 2018

<sup>ii</sup> ONS Mid-Year Population Estimates 2018

<sup>iii</sup> ONS Census 2011, Ethnicity, 2011

<sup>iv</sup> ONS Census 2011, Tenure, 2011

<sup>v</sup> ONS Census 2011, Living Arrangements, 2011

<sup>vi</sup> ONS Mid-Year Population Estimates 2018

<sup>vii</sup> ONS Census 2011, Ethnicity, 2011

<sup>viii</sup> ONS Mid-Year Population Estimates 2018

<sup>ix</sup> ONS Census, Religion, 2011

<sup>x</sup> Blackpool Registrars, 2017

<sup>xi</sup> ONS Life Expectancy, 2016-18

<sup>xii</sup> Public Health England based on ONS death registration data and mid-year population estimates, and Ministry of Housing, Communities and Local Government, Index of Multiple Deprivation, 2015

<sup>xiii</sup> Economic inactivity (Jul 2018-Jun 2019), Nomis (2019)

<sup>xiv</sup> Alcohol-related mortality, Public Health England (based on ONS source data), 2018

<sup>xv</sup> Calculated by Public Health England: Health and Social Care Information Centre - Hospital Episode Statistics (HES) and Office for National Statistics (ONS) - Mid Year Population Estimates, 2019

<sup>xvi</sup> Opiate and crack cocaine use: prevalence estimates by local area, Public Health England, 2019

<sup>xvii</sup> Depression: Recorded prevalence (aged 18+) 2018/19, Quality and Outcomes Framework (QOF), NHS Digital, 2019

<sup>xviii</sup> Blackpool JSNA based on Projecting Adult Needs and Service Information (PANSI) data, 2020

<sup>xix</sup> 'Antidepressants prescribed far more in deprived English coastal towns', Gayle, Damien,

<https://www.theguardian.com/society/2017/apr/14/antidepressants-prescribed-deprived-seaside-towns-of-north-and-east-blackpool-sunderland-and-east-lindsey-nhs>

<sup>xx</sup> Suicide registrations in England and Wales by local authority, 2016 to 2018, 2019

<sup>xxi</sup> Conception statistics, England and Wales, Office for National Statistics, 2019

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- <sup>xxii</sup> Under 18s conceptions leading to abortion (%), Conceptions in England and Wales: 2017, Office for National Statistics, 2019
- <sup>xxiii</sup> Registered Blind and Partially Sighted People, NHS Digital, 2017
- <sup>xxiv</sup> Statements of SEN and EHC plans: England, Department for Education, 2019
- <sup>xxv</sup> Special educational needs in England: January 2019, Department for Education, 2019
- <sup>xxvi</sup> SEND Census Data 2016-2019, Business Intelligence Team, August 2019
- <sup>xxvii</sup> Special educational needs in England: January 2019, Department for Education, 2019
- <sup>xxviii</sup> Adults (18 and older) with learning disability getting long term support from Local Authorities, NHS Digital Adult social care activity and finance report, Short and Long Term Care statistics 2017/18, 2019
- <sup>xxix</sup> DLA by condition, Department of Work and Pensions, May 2019
- <sup>xxx</sup> Special educational needs in England: January 2019, Department for Education, 2019
- <sup>xxxi</sup> Disability pay gaps in the UK: 2018, ONS, 2019
- <sup>xxxii</sup> End Child Poverty, Poverty in Your Area, 2019. Figures based on Households below average income 2017/18, Department for Work and Pensions, 2019