

# Equality Impact Assessment Budget Report (2021/22) and 2021-2026 Medium Term Financial Strategy January 2021

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# 1. Introduction

## 1.1. Purpose of report

This report considers the implications of the proposals in the 2021/22 Budget Report and Medium-Term Financial Strategy Proposals (MTFS) on groups of residents who share the protected characteristics defined in the Equality Act 2010.

Wherever relevant, service areas have carried out EqIAs for each individual MTFS proposals. This report considers the cumulative impact of those savings and the ways in which negative impacts across the Council might be minimised or avoided. In addition, this report considers the wider context internal and external to Haringey Council in terms of potential equalities impact.

## 1.2. Public Sector Equality Duty

The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share the protected characteristics and those who do not
- Foster good relations between people who share the protected characteristics and those who do not

The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty. These are sometimes referred to as the three aims or arms of the general equality duty.

Haringey Council also has specific duties to publish information to demonstrate compliance with the Equality Duty, at least annually; and to set and publish equality objectives, at least every four years. This includes publishing information relating to people who are affected by our policies and practices who share protected characteristics

Haringey Council undertakes Equality Impact Assessments (EqIAs) on significant changes to policy or services and decisions that may impact on individuals or groups protected under the Equality Act 2010.

Equality Impact Assessments enable to Council to:

- Demonstrate due regard for the provisions of the Public Sector Equality Duty
- Identify possible negative impacts of decisions on individuals and groups with protected characteristics and plan mitigating action accordingly
- Identify additional opportunities to advance equality within policies, strategies, and services

Haringey Council guidance stipulates that EqlAs should:

- Contain enough relevant information on the groups likely to be affected by a decision to enable the Council to demonstrate that it has had due regard for the aims of the equality duty in its decision making
- Consider ways of mitigating or avoiding any adverse impacts

EqlAs need to be proportionate to the decision being made. All proposals for changes in policy, practice, procedure, budgets are screened to establish whether a full EqlA is needed to inform the decision-taker.

Further [detail on EqlAs in Haringey Council, including contextual information, published EqlAs and how to complete an EqlA](#), is available on the Haringey website<sup>1</sup>.

### 1.3. Equalities profile of Haringey

The total population of the borough is 271,222 according to the State of the Borough.

In terms of equality, demographics break down as follows:

Gender:

- There is a relatively equal gender split in Haringey, just over half of the population is male (50.7%), in line with England and London.

Age:

- Haringey has a relatively young population with a quarter of the population under the age of 20.
- 91% of the population is aged under 65 (89% London; 83% England).

Ethnicity:

- Haringey is the 5<sup>th</sup> most ethnically diverse borough in the country. 67.1% of the Haringey population are from a BME group or Other White ethnic groups compared to 60.7% in London.
- Around 16.5% of residents in Haringey are from Black ethnic groups and one in ten are Asian (10.3%)
- The proportion of non-White British communities varies across the different wards from 35.2% in Muswell Hill to 83.4% in Northumberland Park

Religion:

- Haringey is one of the most religiously diverse places in the UK.
- The most common religion was Christianity, accounting for 45% of residents (London 48.4%; England 59.4%)
- The next most common religions were Islam (14.3%) – higher than London (12.3%) – and Judaism (3%)
- Haringey had a lower percentage of residents who were Hindu (1.8%) and Sikh (0.3%) than London (5.0% and 1.5%, respectively)

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<sup>1</sup> Haringey Council. 2021. *Equality Impact Assessments (EqlA)*. [ONLINE] Available at: <https://www.haringey.gov.uk/local-democracy/about-council/equalities/equality-impact-assessments-eqla>. [Accessed 7 January 2021].

- A quarter of Haringey residents stated that they did not have a religion, higher than London (20.7%)

#### Disability:

- 14% of residents have a long-term health problem that limits their day to day activity, lower than England but in line with London
- 5.7% of residents report being in bad health, slightly higher than England and London

#### Marital Status and Civil Partnership

- Haringey has a higher proportion of couples in a registered same sex civil partnership than England and London: 0.6% or 1,191 residents (London 0.4%; England 0.2%)

#### Sexual Orientation

- As per the ONS Integrated Household Survey, 3.2% of London residents aged 16 or over identified themselves as lesbian, gay or bisexual in 2013. In Haringey this would equate to 6,491 residents

Further detail on the [equalities profile of Haringey](#) is available on the Haringey website<sup>2</sup>.

## 2. Internal context

### 2.1. Borough Plan 2019-2023: Equality Principles and Objectives

The Borough Plan 2019-2023 sets the Council's objectives for these four years. In addition to these, the Plan presents a set of Equality Principles reflecting Haringey Council's commitment to the principles of equality and opportunity, fairness and quality of life for all, both in terms of the work carried out with the community and in the role as an employer:

1. Work with residents and employees to create communities which are able to come together, value diversity and challenge discrimination
2. Actively talk to community groups who are made up of and/or support people with protected characteristics
3. Work alongside the wider voluntary sector, statutory partners and local businesses to promote equality of opportunity and foster good relations
4. Continue to monitor and assess the impact of our strategies, policies, programmes, projects and commissioning on equalities
5. Improve and strengthen the collection and use of equality data, so that we can seek to improve outcomes for groups with protected characteristics
6. Continuously seek to improve our approach to promoting equality, drawing on best practice from elsewhere, input from our staff equality networks and feedback from our residents

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<sup>2</sup> Haringey Council. 2021. *Equalities Profile of Haringey*. [ONLINE] Available at: [https://www.haringey.gov.uk/sites/haringeygovuk/files/equalities\\_profile\\_of\\_haringey.pdf](https://www.haringey.gov.uk/sites/haringeygovuk/files/equalities_profile_of_haringey.pdf). [Accessed 7 January 2021].

7. Ensure that the requirements of the Equality Act are well communicated in the borough; starting conversations about equalities at the earliest opportunity; and fostering an environment where everyone understands their responsibilities under the Act

The Borough Plan 2019-23 also sets out four Equality Objectives:

1. To narrow the gap in outcomes
2. To identify and reduce violence that has a disproportionate impact on particular communities and groups
3. To support the development of strong communities
4. To have a diverse workforce at all levels of the organisation

In December 2020 the Council published its Recovery and Renewal framework for refreshing the Borough Plan, accessible [at this link](#). This framework includes 'Equality and Fairness' as a principle that the Council will hold to in the course of the refresh.

## 2.2. Review of Fees and charges

Every year the Council reviews the level of fees and charges levied on service users. Where increases were proposed for 2021/22, relevant services conducted equality screenings on their proposals. In a few instances, the equality screenings identified small impacts and proposed satisfactory mitigating actions. In four cases the initial screening pointed at the possibility of the proposal impacting on the Council's Equality Duty and therefore the relevant service carried out full EqlAs. These assessments demonstrated that the proposals were robust and any negative impacts could be mitigated. These assessments are accessible at this [link](#).

## 2.3. Council Tax Reduction scheme

Following the abolition of Council Tax Benefit by the then Conservative-Lib Dem coalition UK Government in 2013, many of the lowest income households in Haringey became liable to pay at least 19.8% of the Council Tax charge according to the band in which their property falls.

In response to the abolition of Council Tax Benefit at a national level, local Council Tax Reduction Schemes have been developed by individual local authorities. Haringey Council developed its own Council Tax Reduction Scheme (CTRS) in 2012/13 and decided to protect working-age claimants on a prescribed disability-related or disability premium. Those working age claimants received the same maximum level of CTR as those of pensionable age (100%).

As an enactment of the new administration's commitment in 2018 to redistribute the burden of Council Tax, Haringey Council amended its 2019/20 CTRS in order to provide more financial support to working age claimants with children and so re-instating extra support for over 6,000 families in Haringey on low income. The CTRS has been maintained for 2020/21 and on 1 March 2021 Full Council will decide if they are to maintain the existing scheme for 2021/2022.

The maximum level of Council Tax Reduction continues to be 100% for pensioners and working age claimants in receipt of disability related benefits.

An EqIA on the proposal demonstrated there was no potential for discrimination or adverse impact.

## 2.4. Council Tax rise

We are proposing to increase council tax by 1.99% (£2m) plus an additional 3% adult social care precept. The Council Tax Reduction Scheme will provide financial assistance with Council Tax bills for residents who are on a low income or less able to pay.

## 3. External context

The impact of the council budget proposals cannot be seen in isolation. The challenging economic climate is also likely to impact on some groups who share the protected characteristics and add to the cumulative impact of council proposals.

A more detailed view of the impact of tax and welfare reform is offered in subsection 3.1 below and a more detailed view of the impact of Covid-19 is offered in subsection 3.2.

### 3.1. Impact of tax and welfare Reform

Tax and welfare reforms brought forward by the UK Government since 2010 have had an impact on equality.

The Equality and Human Rights Commission conducted an analysis<sup>[4]</sup> of these welfare reforms (both implemented and proposed) and related government spending decisions as well as of the potential impacts on different groups protected under the Equality Act 2010. The key findings of this analysis are:

*Overall, changes to taxes, benefits, tax credits and Universal Credit (UC) announced since 2010 are regressive, however measured – that is, the largest impacts are felt by those with lower incomes. This is true even when increases in gross earnings from the NLW are taken into consideration.*

*Those in the bottom two deciles will lose, on average, approximately 10% of net income, with much smaller losses for those higher up the income distribution.*

*Moreover, the changes will have a disproportionately negative impact on several protected groups, including disabled people, certain ethnic groups, and women:*

- *Negative impacts are particularly large for households with more disabled members, and individuals with more severe disabilities, as well as for lone parents on low incomes.*

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<sup>[4]</sup> Equality and Human Rights Commission. 2018. *The cumulative impact of tax and welfare reforms*. Available at: <https://www.equalityhumanrights.com/en/publication-download/cumulative-impact-tax-and-welfare-reforms>. This report is a cumulative impact assessment of the distributional impacts of tax and spending decisions on people sharing different protected characteristics. The analysis covers all policy changes made between May 2010 and January 2018, which will have been implemented by the financial year 2021–22.

- *For some family types, these losses represent an extremely large percentage of income. For example, for households with at least one disabled adult and a disabled child, average annual cash losses are just over £6,500 – over 13% of average net income.*
- *The impact of changes to direct taxes and benefits is to reduce the income of Bangladeshi households by around £4,400 per year on average.*
- *At an individual level, women lose on average considerably more from changes to direct taxes and benefits than men. Women lose about £400 per year on average, and men only £30, although these figures conceal very substantial variation within both genders.*
- *Lone parents in the bottom quintile (bottom fifth) of the household income distribution lose around 25% of their net income, or one pound in every four, on average.*
- *On average, disabled lone parents with at least one disabled child fare even worse, losing almost three out of every ten pounds of their net income. In cash terms, their average losses are almost £10,000 per year.*
- *Around one and a half million more children are forecast to be living in households below the relative poverty line as a result of the reforms.*

*In addition, there will be particularly negative impacts on intersectional groups who experience multiple disadvantages (for example, lone parents with disabled children).*

These negative impacts are largely driven by changes to the benefit system, in particular the freeze in working-age benefit rates, changes to disability benefits and reductions in UC rates. The changes are also likely to lead to significant increases in the number of children below a minimum acceptable standard of living.

### 3.2. Impact of Covid-19

The Covid-19 pandemic has both thrown into focus the significant inequalities experienced by our residents (in particular, health inequalities) but it also risks exacerbating these inequalities and reducing the life chances for some. The Council undertook a Community Impact Assessment in 2020 to inform the Recovery and Renewal framework for refreshing the Borough Plan. The assessment is available [at this link](#). Key findings of this assessment include:

- The Covid-19 pandemic and the lockdown have highlighted and exacerbated existing inequalities and had a detrimental impact on the social determinants of health, raising the likelihood of long-term health inequalities among groups of people who are already vulnerable or marginalised
- Older people, Black people, migrants, people with disabilities, and people from disadvantaged socio-economic backgrounds have been more affected by the Covid-19 virus in terms of illness and deaths
- BAME communities have been relatively disadvantaged in terms of physical and mental health, housing, household incomes, employment, and food security

- Gender inequalities have deepened during the lockdown. While men have been more likely to die from Covid-19, women have been more economically disadvantaged. Black women have been disadvantaged to a greater extent.
- The lockdown restricted access to services, including education, healthcare and social support. The impact of this has been particularly acute for children and people with disabilities and/or serious health conditions.
- School closures have exacerbated existing inequalities in children's access to, experience of, and attainment in education
- Unemployment and reliance on benefits has increased at an unprecedented rate. Young people, BAME people, women, and people on lower incomes are more likely to have lost their jobs
- Household incomes have been negatively affected, with people living on lower incomes experiencing the largest proportionate drop in income

## 4. Cumulative EqIA of Medium-Term Financial Strategy and Savings Proposals

### 4.1. MTFS proposals

Even before the global pandemic, finding solutions to balance the Council's annual budget was becoming ever more challenging, particularly while seeking to manage the impact on those with the greatest need of our support. However, we continue to strive to do so, and this is why the new budget reductions proposed in this report focus as much as possible on delivering efficiencies, service re-design, programmes which cut across departmental boundaries or increasing income instead of service level cuts.

The MTFS proposals considered in this report put forward budget proposals for £6.8m of new budget adjustments for 2021/22 (on top of previously agreed and reprofiled savings of £3.7m).

The budget reduction proposals that have been developed through the budget setting process are summarised below:

#### *People* (Adult Services)

Proposals include client contributions to maximise council income collection.

#### *People* (Children's Services)

The service has two proposals. One is for a new collaborative approach between private sector residential providers and the Council to deliver residential mother and baby assessments at the Maya Angelou Assessment Centre. The other is a proposal to develop a traded service and provide contact facilities for children and parents.

#### *Place* – Clean and Safe borough

Proposals include major savings from transforming the way we control parking in the borough, particularly on Sundays, making it easier to buy permits for residents and visitors and more efficient for the council to run the service. Also, proposing a scheme for licensing privately rented homes and enforcing existing rules designed to limit the damage caused by the heaviest and most polluting vehicles.



### *Housing & Economy* – Housing, Growth and Employment

Proposals include launching Homes for Haringey as leaseholders for Private Sector Lease (PSL) properties which are currently being used as Temporary Accommodation (TA). Proposals also include recharging property work, maximising income, and a Corporate Estate Energy Efficiency Programme.

### *Your Council* – Enabling Savings

Proposals include a major investment in our digital services and Finance, Digital and HR savings to identify revenue saving opportunities. Also, proposals on property rationalisation, a reduction in legal services support to enable services to reduce and reprioritise resources, and Highway Searches proposal to maximise revenue generation streams.

More detail on the budget reduction required and how the Council is intending to save over the next 5 years is available [on the Haringey website<sup>3</sup>](#).

4.2. The MTFs includes a number of growth proposals:

- Free Schools Meals £0.35m funding in 2021/22 and 2022/23
- Welfare Assistance Scheme £0.3m funding in 2021/22 and 2022/23
- Voluntary and Community Sector – £0.25m in 2021/22 only
- Youth Services – £0.25m in 2021/22 only
- Haringey University Bursary Scheme - £0.12m over 3 years
- Recruit Local People - £0.10m over 2 years

These proposals are designed to address the needs of Haringey residents who experience financial hardship, increase opportunities for young people, and increase local economic opportunities. As such, they are expected to have a positive impact on equality in Haringey. The equalities implications of the expansion of free school meals eligibility is considered in a Cabinet report, accessible [at this link](#). The growth in the youth services budget falls within the remit of the Young People at Risk strategy, the EqIA for which can be accessed [at this link](#). An EqIA for the Haringey University Bursary Scheme can be accessed [at this link](#). An EqIA for the Welfare Assistance Scheme will be developed as the scheme is designed and published in due course.

4.3. Assessing impact of MTFs proposals on equalities

The extent of the assessment of the MTFs proposals in terms of impact on equalities breaks down as follows:

- 30 were deemed not to require a full EqIA
- 6 had a full EqIA conducted

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<sup>3</sup> Haringey Council. 2021. *Budget Consultation*. [ONLINE] Available at [budget\\_consultation\\_2021-22.pdf \(haringey.gov.uk\)](#) [Accessed 7 January 2021].

#### 4.3.1. Proposals with full EqlAs conducted

6 MTFS proposals had a full EqlA conducted.

The table below shows the detail of the 6 MTFS proposals that had a full EqlA conducted:

Priority name	Title	Positive Impacts Identified	Negative Impacts Identified	Mitigating actions identified
<b>People (Adult Services)</b>	Client contributions income opportunities	None	Yes: Age, Disability, Race and Ethnicity	Yes
<b>Place</b>	Surcharge on diesel fuelled vehicles using stop and shop parking	Yes: Sex, Age, Disability, Race and Ethnicity, Religion, Pregnancy and maternity,	Yes: Sex, Age, Disability, Race and Ethnicity, Pregnancy and maternity,	Yes
<b>Place</b>	Selective Licensing Scheme	Yes: Sex, Age, Disability, Race and Ethnicity, Religion or belief (or not belief), Pregnancy and maternity	None	N/A
<b>Place</b>	Residents Permits Pricing Structure	Yes: Sex, Age, Disability, Race and Ethnicity, Religion, Pregnancy and maternity	Yes: Sex, Age, Disability, Race and Ethnicity, Pregnancy and maternity,	Yes
<b>Place</b>	Visitors Parking	Yes: Sex, Age, Disability, Race and Ethnicity, Pregnancy and maternity	Yes: Sex, Age, Disability, Race and Ethnicity, Pregnancy and maternity	Yes
<b>Place</b>	Sunday Parking	Yes: Sex, Age, Disability, Race and Ethnicity, Religion or belief (or no belief), Pregnancy and maternity	Yes: Sex, Age, Disability, Race and Ethnicity, Religion or belief (or no belief),	Yes

			Pregnancy and maternity	
<b>Your Council</b>	Digital Together PEAS	N/A at this stage	N/A at this stage	N/A at this stage
<b>Total</b>		<b>5</b>	<b>5</b>	<b>5</b>

#### 4.3.2. Proposals for which EqlA's do not apply

With regards to those proposals for which an equality assessment does not apply:

- 31 went through EqlA screening with the result of no full EqlA required.
- 3 were reported not to require any equality assessment given that the proposals involve staffing arrangements.

#### 4.3.3. MTFS 2021/22 Digital Together Programme

The MTFS 2021/22 proposals include the Digital Together programme. The programme objectives centre around standardisation and automation of processes across the Council with the aim of providing Council teams with more robust, efficient processes and digital tools to enable them to work more effectively and productively within critical resourcing levels. The programme is in its discovery phase, and whilst a number of projects are being explored, the set of solutions that will be implemented is not yet agreed. Therefore, it is not yet possible to undertake a full, detailed assessment of the likely equalities impact of the programme. In accordance with its usual equalities governance, the Council is committed to assessing the potential for the Digital Together programme to impact people and groups who share protected characteristics. An Equality Impact Assessment will be undertaken as the programme develops, which takes into account issues of digital access and inclusion, and this EqlA will be published at the earliest appropriate opportunity.

#### 4.4. Mitigation of impact of MTFS on equalities

There are several ways in which the Council has worked to prevent or mitigate the potential impacts of MTFS proposals on equalities:

- The Council has mitigated impact by ensuring as far as possible that MTFS proposals taken forward align with the principles listed at para. 4.1.
- Where MTFS proposals had a full EqlA conducted, the proposals were found to be measures that would advance equality of opportunity for groups who share the protected characteristics. Where negative impacts were identified they tended to be relatively short-term and/or minor in nature. In these cases, the relevant proposals were all assessed as being proportionate means of achieving legitimate aims. Measures tailored to the relevant proposals are outlined in the EqlAs to mitigate for any potential negative impact.

## 5 Consultation

The budget proposals for 2021/2022 have been subject to formal public consultation. The consultation process on the MTFs saving proposals took place for five weeks between 10 December 2020 and 14 January 2021 and consisted of a questionnaire which was available online and in paper format. Copies of the questionnaire were available in libraries and the questionnaire was available in community languages or large print on request. Responses to this consultation are attached in Appendix 10.

There were 110 responses received through the online consultation platform, a relatively low response rate compared to previous years. This lower response rate this year is likely to be due to the pandemic and the lockdown measures, limiting opportunities for face-to-face consultation.

The consultation included a question asking for ideas about how as a Council we can advance equality of opportunity and a question about potential equality impacts associated with individual proposals. The analysis of consultation data also sought to identify any patterns of opinion or feedback by respondents with specific protected characteristics, although the potential for this type of analysis was limited by the relatively low response rate to the consultation compared to other years.

There were a relatively small number of proposals for which respondents identified potential negative equality impacts. Respondents expressed some concerns about the impact of the planned increase in Council Tax on low income households, particularly in the context of the Covid-19 pandemic's impact on some residents' household finances, and signalled the desire for more information on the likely impact of the fee increase. It is anticipated that any negative impact of this increase will be mitigated through the Council Tax Reduction scheme (see sections 2.3 and 2.4). There were no identifiable patterns of response based on protected characteristic.

### Summary

The forecast budget gap for 2021/22 in last year's MTFs was £1.954m. However, the subsequent impact of the global pandemic has led to a significant shift in the MTFs assumptions in place when the last budget and MTFs were agreed. Therefore, the MTFs proposals considered in this report put forward budget proposals for £6.8m of new budget adjustments for 2021/22 (on top of previously agreed and reprofiled savings of £3.7m).

In line with the Equality Act 2010 and in order to ensure that proposed budget reductions do not have a negative impact on equality within Haringey, the Council has completed the following process:

- The Council has **focused as far as possible on achieving savings through efficiencies and income generation**. In doing so, the aim has been to minimise cutting frontline services.

- The Council has evaluated the **impact of MTFS proposals following the appropriate equality impact assessment (EqIA) process**, conducting equalities screenings and full EqIAs where appropriate and proportionate to the proposal.
- For MTFS proposals **where full EqIAs have been applicable and where potential impacts on equalities been identified, EqIAs have been completed. These set out both positive and negative impacts and mitigating measures for any negative impacts**
- **The Borough Plan 2019/2023 contains Equality Principles and Objectives that set the Council's approach to reducing inequality and advancing equality of opportunity.** Budgets and savings proposals have been developed with these in mind.

5. **Appendix 1: Compilation of all full EqIAs conducted for MTFS proposals**  
This appendix contains the 6 full EqIAs conducted for MTFS proposals in one single document.