

Equality Impact Assessment [version 2.12]

Title: Council Tax Reduction scheme 2024/25	
\square Policy \square Strategy \square Function \square Service	□ New
Other [please state]	□ Already exists / review ⊠ Changing
Directorate: Finance	Lead Officer name: Denise Murray
Service Area: Revenues and Benefits	Lead Officer role: Director – Finance

Step 1: What do we want to do?

The purpose of an Equality Impact Assessment is to assist decision makers in understanding the impact of proposals as part of their duties under the Equality Act 2010. Detailed guidance to support completion can be found here Equality Impact Assessments (EqIA) (sharepoint.com).

This assessment should be started at the beginning of the process by someone with a good knowledge of the proposal and service area, and sufficient influence over the proposal. It is good practice to take a team approach to completing the equality impact assessment. Please contact the <u>Equality and Inclusion Team</u> early for advice and feedback.

1.1 What are the aims and objectives/purpose of this proposal?

Briefly explain the purpose of the proposal and why it is needed. Describe who it is aimed at and the intended aims / outcomes. Where known also summarise the key actions you plan to undertake. Please use <u>plain English</u>, avoiding jargon and acronyms. Equality Impact Assessments are viewed by a wide range of people including decision-makers and the wider public.

The council is reviewing its Council Tax Reduction (CTR) scheme that currently supports 33,000 households who are on a low income with the cost of their council tax. Almost 23,000 are of working age and the remainder are pension age. The current scheme is a means tested discount and pension age recipients are protected from any reduction in support under a scheme that is set out in national regulations. We have fully funded our working age scheme since CTR was introduced in 2013 and this has resulted in working age recipients getting similar levels of support to pension age recipients (up to 100% of their council tax liability).

We currently spend £43.4million on the scheme (£30.0million working age, £13.4million pension age). The forecast cost of the scheme in 2024/25 is £45.7million if there is no change in caseload, or £43.7million if the caseload follows its current downward trend.

The council can make changes to its working age scheme that may reduce the level of discount that is paid (such as introducing a minimum charge for all working age households). This is subject to the recent consultation process and any changes to the scheme must be agreed by Full Council.

This impact assessment has been updated since its original version, following additional legal input and based on ongoing feedback following the consultation process. The specific changes to the consultation documentation are;

- Further information on what the Council Tax Reduction Scheme is, and who it provides support to,
- Further information on the financial challenges that have led to us reviewing the scheme,
- Further information on the proposal for a Discretionary Fund to assist households who are unable to pay their Council Tax bills, and
- Additional question asking what effect the proposals would have on people because of their protected characteristics.

The Cabinet and Full Council report provides feedback following an extended period of consultation on a variety of options and possible additional proposals, each having potential impacts on low income working age households and the council's finances. Any final decision on next year's scheme needs to be made by Full Council, noting the results from the consultation process.

This EqIA has been updated to reflect the results from the consultation process.

1.2 Who will the proposal have the potential to affect?

Bristol City Council workforce	Service users	☑ The wider community
□ Commissioned services	☐ City partners / Stakeholder organisations	
Additional comments:		

1.3 Will the proposal have an equality impact?

Could the proposal affect access levels of representation or participation in a service, or does it have the potential to change e.g. quality of life: health, education, or standard of living etc.?

If 'No' explain why you are sure there will be no equality impact, then skip steps 2-4 and request review by Equality and Inclusion Team.

If 'Yes' complete the rest of this assessment, or if you plan to complete the assessment at a later stage please state this clearly here and request review by the Equality and Inclusion Team.

🛛 Yes

🗌 No

Step 2: What information do we have?

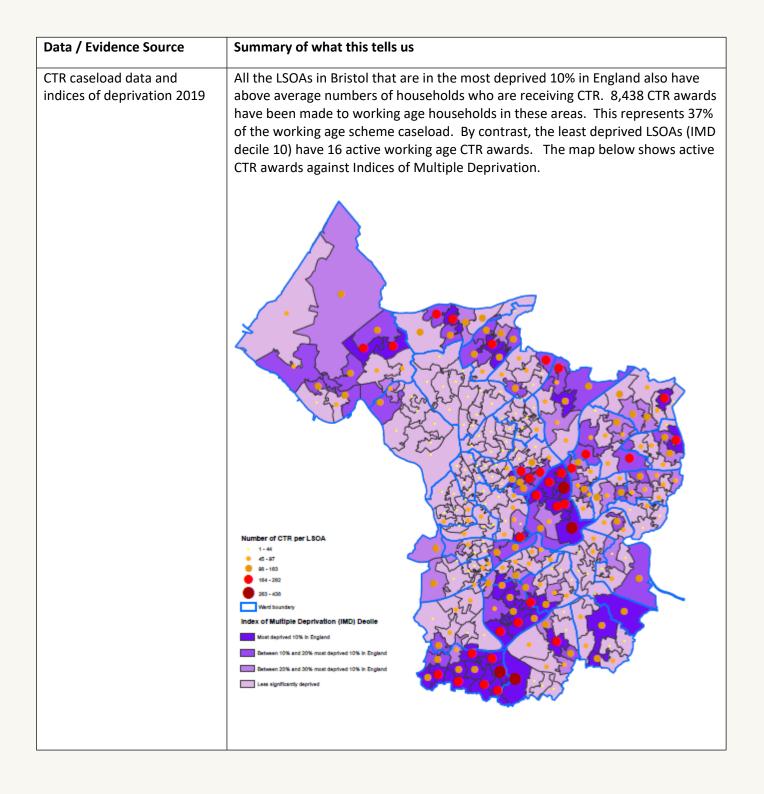
2.1 What data or evidence is there which tells us who is, or could be affected?

Please use this section to demonstrate an understanding of who could be affected by the proposal. Include general population data where appropriate, and information about people who will be affected with particular reference to protected and other relevant characteristics: <u>How we measure equality and diversity (bristol.gov.uk)</u>

Use one row for each evidence source and say which characteristic(s) it relates to. You can include a mix of qualitative and quantitative data e.g. from national or local research, available data or previous consultations and engagement activities.

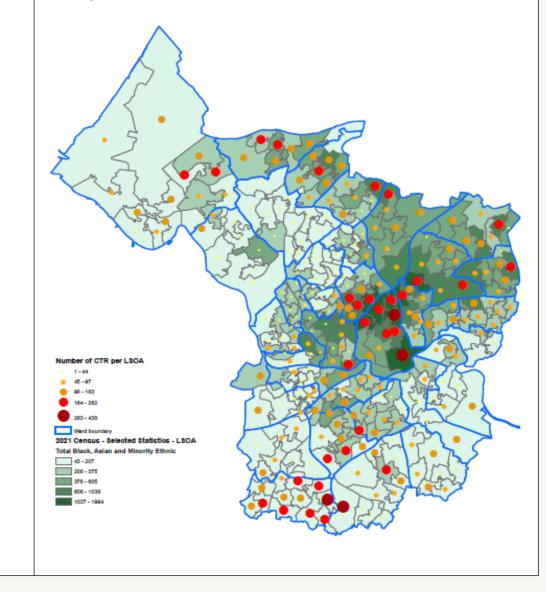
Outline whether there is any over or under representation of equality groups within relevant services - don't forget to benchmark to the local population where appropriate. Links to available data and reports are here <u>Data, statistics</u> <u>and intelligence (sharepoint.com)</u>. See also: <u>Bristol Open Data (Quality of Life, Census etc.)</u>; <u>Joint Strategic Needs</u> <u>Assessment (JSNA)</u>; <u>Ward Statistical Profiles.</u>

For workforce / management of change proposals you will need to look at the diversity of the affected teams using available evidence such as <u>HR Analytics: Power BI Reports (sharepoint.com)</u> which shows the diversity profile of council teams and service areas. Identify any over or under-representation compared with Bristol economically active citizens for different characteristics. Additional sources of useful workforce evidence include the <u>Employee</u> <u>Staff Survey Report</u> and <u>Stress Risk Assessment</u>



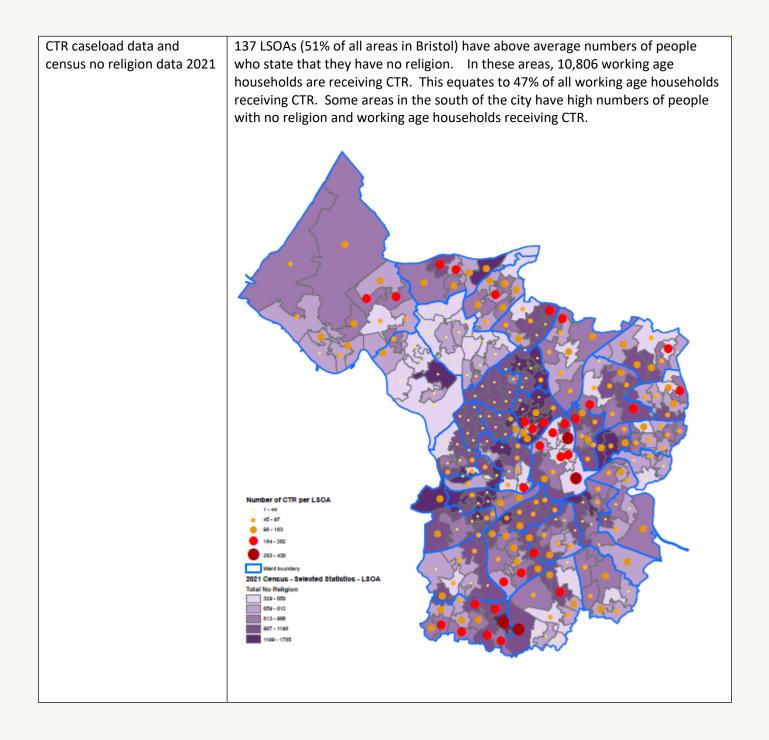
CTR working age caseload and Black, Asian, and Minority Ethnic data 2021 census There are 88 LSOAs (33% of all areas in Bristol) where there is an above average number of households with people from non-White ethnic communities. Within these areas, there are 10,377 working age households who receive CTR. This equates to 45% of all working age households receiving CTR. The map below shows active working age CTR awards against 2021 census ethnicity data for Black, Asian and other minoritised ethnic groups (excluding 'White Other' and 'White British').

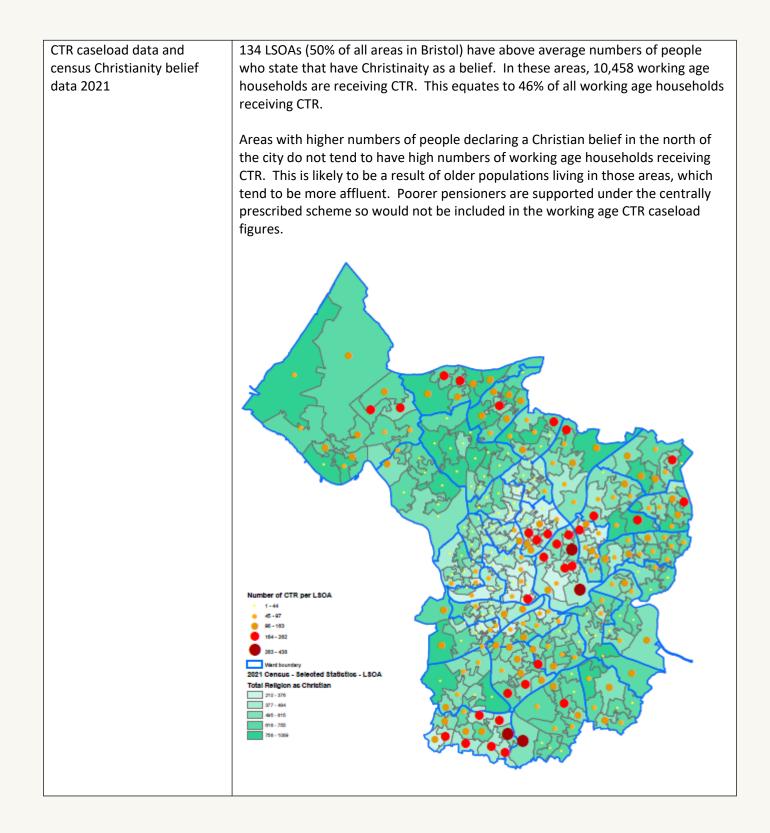
Central, eastern, and northern areas of the city have higher numbers of people from non-White ethnic groups as well as high numbers of working age households receiving CTR. The southernmost areas of the city have low numbers of people from non-White ethnic groups and high numbers of working age households receiving CTR.



CTR working age caseload and Ethnic Minority (excludes all 'white British') data 2021 census	There are 100 LSOAs (37% of al areas in Bristol) where there is an above average number households with people whose ethnicity is other than 'White British' (i.e. all minoritised ethnic groups including White Other). Within these areas, there are 11,260 working age households who receive CTR. This equates to 49% of all working age households receiving CTR. The map below shows active working age CTR awards against 2021 census ethnicity data for all minoritised ethnic groups (non 'White British'). Central, eastern, and northern areas of the city have higher numbers of people from minoritised ethnic groups as well as high numbers of working age households receiving CTR. The southernmost areas of the city have low numbers of people from minoritised ethnic groups and high numbers of working age households receiving CTR.
	Number of CTR per LSOA 1 - 44 2 - 67 2 - 67 2 - 52 2 - 52 2 - 52 2 - 52 2 - 52 2 - 52 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 54 2 - 52 3 - 54 3 - 54 3 - 54 3 - 54 3 - 54 3 - 54 3 - 54 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 3 - 52 5 - 52
CTR caseload data by sex	 Sex by lead working age claimant: 14,051 females (61%) 12,369 single females (54%) 8,441 males (37%) 6,677 single males (29%) 365 disclosed/known (2%) Females are likely to be disproportionately affected by any proposed changes to the scheme as they are overrepresented in the CTR caseload when compared to Bristol as a whole.

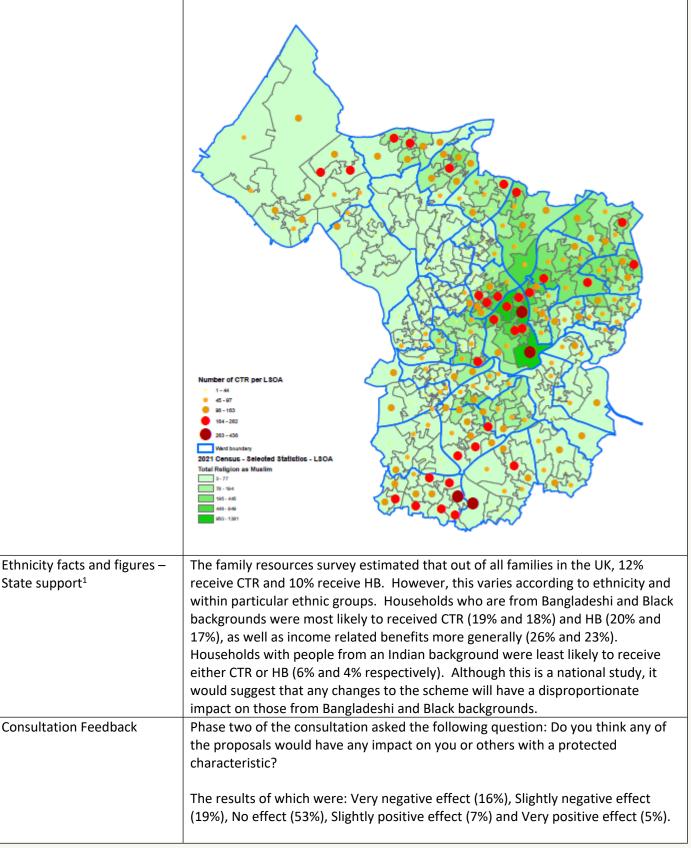
CTR caseload data by age	• 10,102 pension age			
	 22,857 working age 			
	 19,729 children living in 9,266 working age households 			
		-		eductions in support under a
		e .		se between 50 and 66 to be
	affected by changes to	•		
		C		
	Working aged people co	ould be affect	ed by the prop	posal and make up the majority
		•	% of the worki	ing age households contain at
	least one child or young			
CTR caseload data by receipt				partner receiving at least one
of disability benefit and census disability data 2011	form of Personal Indepe	endence Payr	nent (45%)	
	Disabled working aged	people are lik	ely to be dispr	roportionately affected by any
			•	epresented in the CTR caseload
	when compared to Bristol as a whole (5.4% working age people where day to day			
	activities are limited a lo			
CTR caseload data and				istics shows the three largest
census religion/faith data 2021		io religion (51		n (32.2%) and Muslim (6.7%).
		Number	percentage	
	All Usual Residents	472,465		
	Christian	152,126	32.2	
	Buddhist	2,710	<1	
	Hindu	3,545	<1	
	Jewish	1,228	<1	
	Muslim	31,776	6.7	
	Sikh	2,247	<1	
	Other Religion	3,546	<1	
	No Religion	242,864	51.4	
	Religion Not Stated	32,423	6.9	
				vithin Bristol of these three
		•		of 'religion and belief' and the
	number of working age	nousenoias r	eceiving CTR.	





CTR caseload data and census Muslim belief data 2021 68 LSOAs (25% of all areas in Bristol) have above average numbers of people who state that they are Muslim. In these areas, 8,981 working age households are receiving CTR. This equates to 39% of all working age households receiving CTR.

The map below shows a strong correlation between the number of working age households receiving CTR and areas where there are above average numbers of people who are Muslim.



Quality of life survey	The percentage of those w	ho find it difficult to manage	a financially differs
2021/22 ²	according to various demog	graphic groups. On average und it difficult to manage.	8.7% of respondents to
	Group	% finding it difficult to manage	
	Black, Asian minoritised ethnic background	14.9	
	Other religion (not Christian or no religion)	18.2	
	Parents	12.0	
	Single parents	28.6	
	Disabled	21.6	
		21.0	
	Those who are struggling fi in receipt of benefits and C	nancially are more likely to TR.	be on a low income and be
Bristol One City – Cost of		ot impacting on everyone e	qually. People who are
living crisis ³		ity and poverty will be dispr	
		ncomes - will have less avai	
	-	vices. For example, people u	
		borrowing money are subje	
		hat anti-poverty campaign	_
	referred to as a Poverty		
		-	ouseholds with pre-
	 Households with pre-payment energy meters - households with pre- payment meters often pay above-average costs for their fuel. They will face a 		
		monthly bills in autumn and	-
	_	o not benefit from the "smo	
		sage costs evenly across the	-
	-	nilies – parents of young chi	-
			able, on average, to afford
		e. Single parents will be disp	-
		parents find it difficult to ma	
		under half of all people in p	
		neone living with a Disabled	-
		, and tend to pay more for	
		payments, and specialist ed	•
		it include Disabled children	
		an an average household	
	Black and minoritised	ethnic people – A higher pr	oportion of Black and
		ips reported finding it diffic	
	(14.9%) in 2021. In 202	0 the Social Metrics Commi	ssion found that almost
		a family in the UK where the	
		ge UK report that poverty ar	
	minoritised ethnic grou	ips is twice as high as for wh	nite pensioners
		nmodation – it is estimated	-
	private renters in Engla	nd will be forced to go with	out food and heating at
	least one day per week	to meet rising housing and	living cost. Almost three in
	ten homes in Bristol ar		
		ons – It is likely that populat	
	-	a and research are likely to	
	_	g. For example, refugees an	
³ file (bristol.gov.uk)	experiencing nomeless	ness, and Gypsy/Roma/Trav	rener groups.

	• Cost of Living Risk Index (October 2022) identified Lawrence Hill, Hartcliffe & Withywood, Filwood, Lockleaze, Ashley, Southmead, Easton, Avonmouth & Lawrence Weston, Hillfields and Eastville as neighbourhoods in Bristol more at risk of the impact of the cost-of-living crisis.	
Additional comments:	Consultation Feedback. Phase two of the consultation asked the following question: Do you think any of the proposals would have any impact on you or others with a protected characteristic?	
	The results of which were: Very negative effect (16%), Slightly negative effect (19%), No effect (53%), Slightly positive effect (7%) and Very positive effect (5%).	

2.2 Do you currently monitor relevant activity by the following protected characteristics?

🖾 Age	🛛 Disability	Gender Reassignment
Marriage and Civil Partnership	Pregnancy/Maternity	Race
Religion or Belief	🖾 Sex	Sexual Orientation

2.3 Are there any gaps in the evidence base?

Where there are gaps in the evidence, or you don't have enough information about some equality groups, include an equality action to find out in section 4.2 below. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. If you are unable to fill in the gaps, then state this clearly with a justification.

For workforce related proposals all relevant characteristics may not be included in HR diversity reporting (e.g. pregnancy/maternity). For smaller teams diversity data may be redacted. A high proportion of not known/not disclosed may require an action to address under-reporting.

- Marriage and civil partnership
- Pregnancy/Maternity
- Gender reassignment
- Sexual orientation

We will attempt to address these gaps in the evidence base through consultation.

2.4 How have you involved communities and groups that could be affected?

You will nearly always need to involve and consult with internal and external stakeholders during your assessment. The extent of the engagement will depend on the nature of the proposal or change. This should usually include individuals and groups representing different relevant protected characteristics. Please include details of any completed engagement and consultation and how representative this had been of Bristol's diverse communities.

Include the main findings of any engagement and consultation in Section 2.1 above.

If you are managing a workforce change process or restructure please refer to <u>Managing a change process or</u> <u>restructure (sharepoint.com)</u> for advice on consulting with employees etc. Relevant stakeholders for engagement about workforce changes may include e.g. staff-led groups and trades unions as well as affected staff.

- 1. Full public consultation has taken place between Tuesday 01 August until midnight Monday 25 September 2023 and reopened between Monday 30 October until midnight 26 November 2023.
- 2. Four sessions have taken place with Resources Scrutiny as part of a CTR Task and Finish over April/May 2023, with a final session with further feedback due to take place 21 November 2023.
- 3. Engagement with the precepting authorities, i.e. Avon and Somerset Police and Avon Fire has taken place in line with the council's statutory duties.
- 4. The Consultation and Communications Teams have worked with the service to produce an associated communication plans to maximum response rates, including from hard-to-reach households and areas. This included all relevant internal and external stakeholders, charities, third sector groups, councillors, and staff, via a variety of media and alternative formats being available.

It is acknowledged that this proposal may have a disproportionate impact on Disabled people and so the consultation is provided in Easy Read and has been extended to allow for all to have sufficient time to engage.

2.5 How will engagement with stakeholders continue?

Explain how you will continue to engage with stakeholders throughout the course of planning and delivery. Please describe where more engagement and consultation is required and set out how you intend to undertake it. Include any targeted work to seek the views of under-represented groups. If you do not intend to undertake it, please set out your justification. You can ask the Equality and Inclusion Team for help in targeting particular groups.

This will be dependent upon the decision reached by Cabinet/Full Council on any proposed changes to the CTR scheme. However, any change will be advertised in conjunction with the council's Communications Team and use contacts within Equalities Team to target specific groups that may be adversely affected and contain protected characteristics.

Step 3: Who might the proposal impact?

Analysis of impacts must be rigorous. Please demonstrate your analysis of any impacts of the proposal in this section, referring to evidence you have gathered above and the characteristics protected by the Equality Act 2010. Also include details of existing issues for particular groups that you are aware of and are seeking to address or mitigate through this proposal. See detailed guidance documents for advice on identifying potential impacts etc. Equality Impact Assessments (EqIA) (sharepoint.com)

3.1 Does the proposal have any potentially adverse impacts on people based on their protected or other relevant characteristics?

Consider sub-categories and how people with combined characteristics (e.g. young women) might have particular needs or experience particular kinds of disadvantage.

Where mitigations indicate a follow-on action, include this in the 'Action Plan' Section 4.2 below.

GENERAL COMMENTS (highlight any potential issues that might impact all or many groups)

Any changes that reduce entitlement to people receiving support under the scheme will have a financial impact on those who are, by definition, already on a low income. Evidence of local economic disparity for equalities communities and overrepresentation within the current CTR caseload indicates that any scheme reductions would have a disproportionately negative impact for people based on their protected and other relevant characteristics (see evidence section 2.1 and below).

The likely result would be increased indebtedness with the council through non-payment of council tax or households reducing other forms of expenditure to meet this new expense or becoming indebted to other creditors (e.g. landlords, utilities). This comes at a time when households are already experiencing an increase in the overall cost of living.

PROTECTED CHARACTER	ISTICS
Age: Young People	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	Changes to the CTR scheme will only affect working age people and will result in a financial impact on households who already have a low income. Almost half of the households potentially affected have at least one child or young person living with them.
Mitigations:	The council is required to consider transitional protection for those affected by any changes to the scheme and it will also consider protecting more vulnerable households either automatically or through discretionary support under section 13A(1)(c) of the Local Government Finance Act 2012 (as amended).
Age: Older People	Does your analysis indicate a disproportionate impact? Yes \Box No $oxtimes$
Potential impacts:	Older people (over pension age) are protected from any changes to the CTR scheme by national regulations.

Mitigations:	None.
Disability	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	Disabled people are overrepresented within the CTR caseload, and any changes will
	result in a financial loss for working age households. The quality-of-life survey has
	identified that Disabled people are also represented in the group that are finding it
	difficult to manage financially.
Mitigations:	The council is required to consider transitional protection for those affected by any
	changes to the scheme and it will also consider protecting more vulnerable households
	either automatically or through discretionary support under section 13A(1)(c) of the
	Local Government Finance Act 2012 (as amended).
Sex	Does your analysis indicate a disproportionate impact? Yes 🛛 No 🗆
Potential impacts:	Females are more likely to be affected by proposed changes because they are
	overrepresented within the CTR caseload. They are also more likely to be single parents
	than males and already likely find it difficult to manage financially.
Mitigations:	The council is required to consider transitional protection for those affected by any
	changes to the scheme and it will also consider protecting more vulnerable households
	either automatically or through discretionary support under section 13A(1)(c) of the
Sexual orientation	Local Government Finance Act 2012 (as amended).
Potential impacts:	Does your analysis indicate a disproportionate impact? Yes □ No ⊠We do not have evidence that changes to the CTR scheme will have a disproportionate
Potential impacts.	of people because of their sexual orientation but more needs to be done to understand
	this through public consultation.
Mitigations:	None.
Pregnancy / Maternity	Does your analysis indicate a disproportionate impact? Yes No
Potential impacts:	We do not have sufficient evidence at this stage, but females are disproportionality
rotential impacts.	affected and are more likely to be single parents, both groups are overrepresented in
	the CTR caseload. More needs to be done to understand this through public
	consultation.
Mitigations:	None at present.
Gender reassignment	Does your analysis indicate a disproportionate impact? Yes No
Potential impacts:	We do not have evidence that changes to the CTR scheme will have a disproportionate
	impact for trans people.
Mitigations:	None.
Mitigations: Race	None. Does your analysis indicate a disproportionate impact? Yes 🛛 No 🗆
Race	Does your analysis indicate a disproportionate impact? Yes ⊠ No □Based on the information that we hold regarding where CTR recipients live, CTR awards are concentrated in areas with higher numbers of people from Black, Asian and
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Marriage &	Does your analysis indicate a disproportionate impact? Yes \Box No $igtimes$
civil partnership	
Potential impacts:	We do not have evidence that changes to the CTR scheme will have a disproportionate
	of people based on Marriage and Civil Partnership.
Mitigations:	None.
OTHER RELEVANT CHAR	ACTERISTICS
Socio-Economic (deprivation)	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	The CTR scheme supports households who are on a low income and awards are most highly concentrated in those areas that are in the most deprived. Therefore, those working age households living in already deprived areas will experience a further reduction in income and living standards if funding for the scheme is reduced.
Mitigations:	The council is required to consider transitional protection for those affected by any changes to the scheme and it will also consider protecting more vulnerable households either automatically or through discretionary support under section 13A(1)(c) of the Local Government Finance Act 2012 (as amended).
Carers	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
Potential impacts:	There are around 3,000 households receiving CTR where carer's allowance is in payment (13% of working age CTR caseload). It is anticipated that there are many more carers within the working age caseload who do not get this benefit and that carers are overrepresented in the CTR caseload. In the 2021 census, 8.7% of Bristol's population stated that they are carers (not as employment).
Mitigations:	The council is required to consider transitional protection for those affected by any changes to the scheme and it will also consider protecting more vulnerable households either automatically or through discretionary support under section 13A(1)(c) of the Local Government Finance Act 2012 (as amended).
	OTHER GROUPS
Care experienced people	Does your analysis indicate a disproportionate impact? Yes \Box No $oxtimes$
Potential impacts:	Care leavers are exempt from paying council tax under a separate scheme until they are 25 years old.
Mitigations:	None.
Armed forces	Does your analysis indicate a disproportionate impact? Yes $oxtimes$ No \Box
personnel and veterans	
Potential impacts:	There is potential for impact as, although we disregard many veteran related incomes under a local scheme for calculating CTR, a decision has not been made on whether to protect them from a minimum payment under the proposals. There is no evidence to suggest a disproportionate impact on current armed forces personnel.
Mitigations:	The council is required to consider transitional protection for those affected by any changes to the scheme and it will also consider protecting more vulnerable households either automatically or through discretionary support under section 13A(1)(c) of the Local Government Finance Act 2012 (as amended).

3.2 Does the proposal create any benefits for people based on their protected or other relevant characteristics?

Outline any potential benefits of the proposal and how they can be maximised. Identify how the proposal will support our <u>Public Sector Equality Duty</u> to:

- ✓ Eliminate unlawful discrimination for a protected group
- ✓ Advance equality of opportunity between people who share a protected characteristic and those who don't
- ✓ Foster good relations between people who share a protected characteristic and those who don't

4.1 How has the equality impact assessment informed or changed the proposal?

What are the main conclusions of this assessment? Use this section to provide an overview of your findings. This summary can be included in decision pathway reports etc.

If you have identified any significant negative impacts which cannot be mitigated, provide a justification showing how the proposal is proportionate, necessary, and appropriate despite this.

Summary of significant negative impacts and how they can be mitigated or justified:

Potential financial losses for working age households who are in receipt of CTR if the scheme is changed, which is likely to have a disproportionate impact on protected some groups with protected characteristics where there is already evidence of disproportionate hardship.

There is potential to mitigate some of the impact through a discretionary fund for affected households or if a decision is made to financially protect some 'vulnerable' groups automatically (e.g. based on receiving a Disability benefit or household composition).

Summary of positive impacts / opportunities to promote the Public Sector Equality Duty: None identified.

4.2 Action Plan

Use this section to set out any actions you have identified to improve data, mitigate issues, or maximise opportunities etc. If an action is to meet the needs of a particular protected group please specify this.

Improvement / action required	Responsible Officer	Timescale
Consultation responses in conjunction with equality	lan McIntyre /Matt	Summer and
groups where data is not hold	Kendall	October/November 2023
Use of discretionary fund to support households affected	Ian McIntyre /Matt Kendall	Dependent on scheme option approved by Cabinet/Full Council in December 2023, but will be in place and advertised by April 2024.
Look to work with Equalities and Communications Team to target any protected groups adversely affected by any chance and any possible mitigations.	lan McIntyre /Matt Kendall	Dependent on scheme option approved by Cabinet/Full Council in December 2023, but will be in place and advertised by April 2024.

4.3 How will the impact of your proposal and actions be measured?

How will you know if you have been successful? Once the activity has been implemented this equality impact assessment should be periodically reviewed to make sure your changes have been effective your approach is still appropriate.

- Council tax collection rates
- Council tax disputes and grievances
- Complaints
- Stakeholder, community group and voluntary sector organisation feedback
- Member contact and enquiries

Step 5: Review

The Equality and Inclusion Team need at least five working days to comment and feedback on your EqIA. EqIAs should only be marked as reviewed when they provide sufficient information for decision-makers on the equalities

impact of the proposal. Please seek feedback and review from the <u>Equality and Inclusion Team</u> before requesting sign off from your Director⁴.

Equality and Inclusion Team Review: <i>Reviewed by Equality and Inclusion Team</i>	Director Sign-Off:
Date: 27/11/2023	Date: 29/11/2023

⁴ Review by the Equality and Inclusion Team confirms there is sufficient analysis for decision makers to consider the likely equality impacts at this stage. This is not an endorsement or approval of the proposal.