

## Equality Analysis (EqA) Questionnaire

Please refer to the guidance before completing this form.

<b>1. Details of function, policy, procedure or service:</b>	
Title of what is being assessed: Early Years Review Outline Business Case	
Is it a new or revised function, policy, procedure or service? Service	
Department and Section: Family Services	
Date assessment completed: February 2014	
<b>2. Names and roles of officers completing this assessment:</b>	
Lead officer	James Mass, Lead Commissioner Family and Community Well-being
Stakeholder groups	Internal Family Services staff, service users and residents, schools, health visitors, community midwives, job centre plus, Barnet and Southgate College and a range of voluntary and community organisations have key relationships with children’s centres across Barnet
Representative from internal stakeholders	James Mass – Lead Commissioner Family and Community Well-being
Representative from external stakeholders	
Delivery Unit Equalities Network rep	Elaine Tuck
Performance Management rep	
HR rep (for employment related issues)	
<b>3. Full description of function, policy, procedure or service:</b>	

Please describe the aims and objectives of the function, policy, procedure or service  
*Please include - why is it needed, what are the outcomes to be achieved, who is it aimed at? Who is likely to benefit? How have needs based on age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, marriage and civil partnership and carers been taken account of? Identify the ways people can find out about and benefit from the proposals. Consider any processes they need to go through or criteria that we apply to determine eligibility.*

### **Context**

The Government's spending review has reduced the amount of money available for the council to spend over the coming years. Over the past three years the Children's Service has reduced budgets by over £12m (around 20% of the budget) across a range of areas. Alongside the budget reductions, Barnet has also seen an increase in the population which has put pressure on services. Since 2003, there has been a 28% increase in births. This has increased demand for service and continues to increase the cost of high level services

### **Why is it needed?**

The current early year's system in Barnet is the complex result of many years of incremental change. In reviewing this system it is apparent that whilst there are many strengths – including a dedicated and passionate work force – that success is often despite rather than because of the system.

In order to improve early year services and ensure they are cost effective a new model of early years services needs to be developed. The key focus of the review is to improve early intervention and support for the most vulnerable families.

As part of the OBC a clear rationale for change has been outlined. For children's centres and family support this includes;

- Barnet's children's centres are not performing well against the new Ofsted inspection framework.
- Reach areas do not match the children's centres that families often use.
- There is the potential for a more collaborative approach.
- Improving front-line relationships with health would significantly improve the whole system's ability to identify vulnerable families early and effectively support them.
- The current delivery system does very little to develop effective front-line relationships between practitioners.
- The balance between targeted and universal services is not sufficiently planned.
- Improving outreach and proactive work would enhance early intervention.

For childcare, and the support the council offers to childcare this includes;

- The quality of provision is weaker for the most deprived.
- Barnet performs worse than the majority of its statistical neighbours
- Changes are required to reflect changes in national policy
- The current approach is fragmented and confusing so a more consistent approach to supporting childcare settings is required.
- The relationships between the local authority and local providers must improve.

### **What are the outcomes to be achieved? What are the aims and objectives?**

Overall the new service will provide a more coherent and strategically managed offer where resources can be flexibly moved to the areas of greatest need. Evidence has shown that

development in the first few years of life has a huge impact on a whole range of whole-life outcomes. The reconfigured model will take cost out of the system but still allow Barnet to better focus on increasing early year's standards for all and better identify and support the most vulnerable families in the borough. This will not be a quick return but a sustained focus on the early years should be a priority to help achieve longer term financial sustainability.

The priority outcomes we want to improve through the early years review are:

- Improved school readiness for all children in Barnet.
- Improved health outcomes for all children in Barnet.
- Improved identification and support for the most vulnerable.
- Sufficiency of high quality childcare places for children in Barnet.
- Reduction in the number of adults held back from returning to work because of childcare constraints.

To achieve these outcomes the OBC makes the following key recommendations for the new early years commission include:

- Bringing Barnet's children centres together into a centrally managed locality structure to make more efficient and effective use of our resources.
- Integrating health visiting to make better use of the service's universal reach and ability to identify the most vulnerable families.
- Bring together the teams that support childcare settings to reduce duplication and maximise our impact on the quality of childcare in the Borough.
- Focus initially on consolidating the model within Family Services whilst preparing to create a mutual delivery model to increase staff accountability for early years outcomes and encourage innovation in their achievement.
- Retain the childcare offer in children's centres as an important tool to support the most vulnerable families.

#### **Who is it aimed at? Who is likely to benefit?**

The new commission resulting from the Early Years Review is aimed at the children, parents and families of Barnet, including those who currently use the 13 children's centres and those who don't. Early years services are focused on children under five of which there are an estimated 26,074 (based on Greater London Assembly statistics) in Barnet. Projections developed by the Greater London Assembly (GLA) are based on the 2011 census have projected an increase in this number of children to 27,637 in 2018.

A key strategic aim of the new commission for early years is to improve the targeting of the most vulnerable families in the borough. Ensuring we focus resources on those who most require support will mean these groups of people are most likely to benefit from the new commission.

#### **How have needs based on age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, marriage and civil partnership and carers been taken account of?**

The overall focus of the early years' service will continue to focus on need. The objective of the new early year's commission is to improve identification and support of vulnerable families with more resource targeted on those who really need support. Having a targeted approach based on need rather than specific groups of people should therefore not discriminate against who is

deemed to require extra support through early year's services.

To understand the above needs of children, parents and families in Barnet, detailed data has been collected and analysed. This task has been undertaken to ensure the council fully understands the users of children's centres across the borough.

A range of data sources has been used, including

- GLA population projections
- 2011 Census – this data has been used for the purposes of this EIA
- 2013 Barnet Childcare Sufficiency Assessment (CSA)
- 2012 Hemsalls report - LBB commissioned Hemsall's research organisation to undertake an evaluation of children's centres
- A range of data sets from children's centres

Combined, this data has helped identify if particular groups are not engaging with or accessing services and need targeting – feeding into business as usual work in family services. Section 4 below will discuss how each of the equality strands is likely affected by the new commission.

**Identify the ways people can find out about and benefit from the proposals.**

Public engagement and consultation will continue throughout the development of the full business case, allowing residents who use early year's services to find out more about the changes, as well as having the opportunity to feedback and help shape the new early year's commission.

Throughout the development of the proposal people will be able to continue to benefit from the early years services offered in Barnet through the usual routes.

**Consider any processes they need to go through or criteria that we apply to determine eligibility.**

Whilst there is a recommendation to focus on targeted work, universal access will continue for some sessions as they are important to help identify potentially vulnerable families.

Eligibility for targeted services is determined through a range of means; including self-referral, referral from health (including GP's, Health Visitor's, CM's) or referrals from local authority services such as through the Common Assessment Framework process or Intense Family Focus team.

**4. How are the equality strands affected?** *Please detail the effects on each equality strand, and any mitigating action you have taken so far. Please include any relevant data. If you do not have relevant data please explain why.*

Equality Strand	Affected?	Explain how affected	What action has been taken already to mitigate this? What action do you plan to take to mitigate this?
1. Age	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	In 2013 there is an estimated 26,074 children under the age of	The new commission will ensure there is

		<p>five in Barnet.</p> <p>The new early year's commission will not change the scope of the early year's services from children between 0-5 and their families. Therefore there will be no impact in regard to age.</p>	<p>flexibility in the service to meet changing demand.</p>
<p>2. Disability</p>	<p>Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/></p>	<p>From the CSA 4.5% of the total children being raised by respondents had some form of additional needs and/or disability.</p> <p>There is a recommendation to amalgamate the role of the Early Years Standards Advisory Teacher and some elements of the Pre-School Inclusion Team (area SENCOs) to ensure that the focus is on meeting the needs of children through high quality teaching; the use of universal and/or targeted support from the children's centres and that additional SEN services are seen as a last resort.</p>	<p>Ensure that within the new early year's commission there are key links to the Inclusion and Skills and that the support to childcare settings from area SENCOs continues to be of high quality.</p>
<p>3. Gender reassignment</p>	<p>Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/></p>	<p>No identified differential impacts based on gender reassignment.</p>	<p>N/A</p>
<p>4. Pregnancy and maternity</p>	<p>Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/></p>	<p>In the 2013 CSA 7% of the respondents – across Barnet – stated that they were, or had a partner who was, currently expecting a baby.</p> <p>As with age, the scope of early year's services will not change as part of the new commission. A key objective of the early years review is to improve identification of risk factors through maternity.</p>	<p>Ensure integration benefits both ante-natal and post natal care through improved links between professionals and ensuring clear clinical support and management.</p>
<p>5. Race / Ethnicity</p>	<p>Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/></p>	<p>In 2011 out of the 26,264 children in Barnet, there were;</p> <ul style="list-style-type: none"> <li>• White – 11,972</li> <li>• BAME – 14, 292</li> </ul> <p>There is no identified differential impact based on race/ethnicity as services will continue to</p>	<p>The detail of the new early year's commission will be informed by local data and knowledge to ensure support those with needs from any racial / ethnic</p>

		<p>deliver to all ethnicities and support will targeted to those are in most need of support.</p> <p>As part of the new commission, monitoring of race/ethnicity will continue and if any groups are identified as under accessing support will targeted as necessary.</p>	<p>background.</p> <p>Improved recording of data on families will help inform service development.</p> <p>Improved recording of data on families will help inform service development and targeting of groups who are not accessing services.</p>
6. Religion or belief	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>According to the 2013 CSA the most frequent religion of respondents to the survey across Barnet was Christian (39%) followed in frequency by Jewish (18%) and Muslim (13%).</p> <p>There is no identified differential impact based on religion or belief as services will continue to deliver to all religion and beliefs and support will targeted to those are in most need of support.</p>	<p>The detail of the new early year's commission will be informed by local data and knowledge to ensure support those with needs regardless of religious beliefs.</p> <p>Improved recording of data on families will help inform service development and targeting of groups who are not accessing services.</p>
7. Gender / sex	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>In 2011 out of the 26,264 under-fives, there were;</p> <ul style="list-style-type: none"> <li>• Males – 13,423</li> <li>• Females – 12,841</li> </ul> <p>However, in terms of the gender/sex of parents accessing services fathers have been identified as group of people who are under accessing and not represented.</p>	<p>Service delivery will continue to target fathers who are less likely to attend services.</p>
8. Sexual orientation	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>No identified differential impacts based on sexual orientation.</p>	<p>N/A</p>
9. Marital Status	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>The incidence of lone parent households with dependent children in 2011 in Barnet was 11,763.</p> <p>There is no identified differential impact based on marital status as services will continue to</p>	<p>N/A</p>

		deliver to all and support will targeted to those who are in most need of support.	
<b>10.</b> Other key groups?	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	No identified differential impacts based on other key groups.	N/A

**5. What will be the impact of delivery of any proposals on satisfaction ratings amongst different groups of residents?**

Overall, the recommendations from the Outline Business Case are expected to have a positive impact on satisfaction rates among residents through improved early intervention and improved service delivery and efficiency.

In terms of current satisfaction ratings;

- Only one in ten parents surveyed through the recent childcare market research were unsatisfied with childcare provision in Barnet.

The Hemsalls report which surveyed 367 past and present service users found;

- 82 per cent of respondents said they had experienced positive outcomes from using Children’s Centre’s
- 49 per cent thought that parenting advice and support had a positive impact at children’s centres

There is a potential that a continued increase in targeted support, with a focus on those with the most need, may reduce the amount of universal services which have been on offer at Children’s Centres. This may have a small impact on satisfaction levels for those who access universal services but do not qualify for targeted support. This is a result of financial pressures which means limited resources need to be targeted at those who are in most need of support.

Overall the new commission should increase satisfaction ratings by delivering a more joined up service with improved early intervention and service delivery and efficiency.

**6. How does the proposal enhance Barnet’s reputation as a good place to work and live?**

Due to reductions in the budget, the council is faced with making difficult decisions in terms of making savings and how to target resources efficiently to best meet the needs of Barnet residents.

The proposals will enhance Barnet’s reputation as a good place to work by creating an improved early year’s model in which staff will have a clearer direction and more flexibility in their work with the ability to focus on supporting those with the most need. Workforce analysis as part of the health visitor and school nurses review and on-going staff engagement will help ensure that staff concerns are taken into account.

A priority outcome for the early years review as a whole is a reduction in the number of adults held back from returning to work because of childcare constraints. This should improve the borough as a good place to work and live by removing barriers to employment for families.

The proposals will enhance Barnet’s reputation as a good place to live by continuing to support young children and families to improve life chances for children in Barnet. This will be achieved through improved family support and ensuring underachieving childcare settings get the support they need, meaning all children receive a high quality early education.

**7. How will members of Barnet’s diverse communities feel more confident about the council and the manner in which it conducts its business?**



Clear communication, consultation and engagement is taking place and will continue to take place throughout the early years review to help ensure the views of Barnet’s diverse communities are taken into account.

As part of the decision making process councillors will fully consider and give due regard to responses to consultation, and to this Equalities Impact Assessment, as part of a clear and transparent decision-making process to try and ensure that all citizens feel confident about the manner in which the council is conducting its business.

Barnet’s diverse communities have been a focus throughout the early years review. As detailed in section 4 above data regarding Barnet’s diverse communities has been collected and will be analysed, for example which diverse groups access or do not access services, as part of the full business case

A key strategic aim of the new commission for early years is to improve the targeting of the most vulnerable families in the borough and several of the recommendations detailed above in section 6 will increase support and the flexibility of this support provided to the most vulnerable families in the borough. This will include considering Barnet’s diverse community’s needs, ensuring early years services support people who need the support most across a range of communities.

**8. What measures and methods have been designed to monitor the application of the policy or service, the achievement of intended outcomes and the identification of any unintended or adverse impact?** *Include information about the groups of people affected by this proposal. Include how frequently will the monitoring be conducted and who will be made aware of the analysis and outcomes? Include these measures in the Equality Improvement Plan (section 15)*

As part of the full business case as clear set of outcomes and measurements will be outlined to ensure that the success of the new early years commission can be measured effectively.

This will mean that in the new early years commission a clear set of measurable outcomes and key performance indicators will be developed to ensure outcomes are achieved. This is most likely to be achieved through the use of current indicators.

Also, as part of the outline business case the top risks to effective implementation have been identified as well as actions to mitigate these risks. These will be re-evaluated on a regular basis.

Throughout the early years review there will be continued engagement with staff and stakeholders to ensure any issues can be articulated and clearly understood.

**9. How will the new proposals enable the council to promote good relations between different communities?** *Include whether proposals bring different groups of people together, does the proposal have the potential to lead to resentment between different groups of people and how might you be able to compensate for perceptions of differential treatment or whether implications are explained.*

There will be continued engagement to understand relationships between different communities and ensure through the service offered they are supported effectively.

A wide range of people attend Children’s Centres and the new early years commission will not change the diversity of communities accessing early years services.

A key strategic aim of the new commission for early years is to improve the targeting of the most vulnerable families in the borough. This approach is to ensure we focus resources on those who most require support. Focusing on resources on those who most require support may lead to resentment from groups of people who do not qualify for such support. However, this differential treatment is an attempt to reduce inequality in educational attainment and health and wellbeing

by targeting the most vulnerable at an early age, with a key objective to reduce inequality.

**10. How have residents with different needs been consulted on the anticipated impact of this proposal? How have any comments influenced the final proposal? Please include information about any prior consultation on the proposal been undertaken, and any dissatisfaction with it from a particular section of the community.**

As part of the CSA and Hemsalls report a variety of telephone and online surveys, interviews and focus groups were conducted with a wide range of parents and children with different needs as well as children's centres and child-minders. Their feedback and the findings from both of these pieces of research have influenced and formed a crucial and central part of the early years review outline business case and accompanying recommendations.

A public consultation will take place prior to full implementation in which residents with different needs will be consulted on anticipated impacts and their feedback will influence and inform the full business case and implantation plans.

## Overall Assessment

11. Overall impact		
Positive Impact  <input type="checkbox"/>	Negative Impact or Impact Not Known <sup>1</sup>  <input type="checkbox"/>	No Impact  <input checked="" type="checkbox"/>

12. Scale of Impact		
Positive impact:  Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	Negative Impact or Impact Not Known  Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	

13. Outcome			
No change to decision  <input checked="" type="checkbox"/>	Adjustment needed to decision  <input type="checkbox"/>	Continue with decision <i>(despite adverse impact / missed opportunity)</i>  <input type="checkbox"/>	If significant negative impact - Stop / rethink  <input type="checkbox"/>

14. Please give full explanation for how the overall assessment and outcome was decided
<p>There will be no impact on equalities resulting from the Early Years Review. The review proposes a new commission providing a more coherent and strategically managed offer where resources can be more flexibly moved to the areas of greatest need.</p> <p>The review focuses resources on those who are in need of most support from early year's services regardless of disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage or civil partnership.</p> <p>On this basis it is proposed that there should be no change to the decision.</p>

<sup>1</sup> 'Impact Not Known' – tick this box if there is no up-to-date data or information to show the effects or outcomes of the function, policy, procedure or service on all of the equality strands.

**15. Equality Improvement Plan**

Please list all the equality objectives, actions and targets that result from the Equality Analysis (continue on separate sheets as necessary). These now need to be included in the relevant service plan for mainstreaming and performance management purposes.

Equality Objective	Action	Target	Officer responsible	By when
To ensure that equalities impacts are considered with regard to the new commission.	The EIA should be updated at Full Business Case stage.	Full Business Case supported by completed EIA.	James Mass Sam Raffell	Completion of Full Business Case

<b>1<sup>st</sup> Authorised signature (Lead Officer)</b>	<b>2<sup>nd</sup> Authorised Signature (Delivery Unit management team member)</b>
<b>Date:</b>	<b>Date:</b>