

## 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 Full Business Case	
Is it a new or revised function, policy, procedure or service? Service	
Department and Section: Family Services	
Date assessment completed: October 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>	

## **Context**

Following a thorough review that has included significant engagement with residents, front line staff and a range of other stakeholders, the full business case (FBC) builds on the recommendations made in the outline business case (OBC), detailing how the new early years model should be developed. At OBC stage an equalities impact assessment was completed and has been updated for the FBC. There have not been considerable changes as the recommendations made as part of the outline business case, and subsequently the public consultation.

Due to economic challenges facing the British government, councils have had their funding cut since 2010 and will continue to see a reduction in funding. For Barnet, this will mean a further £72 million reduction by 2020.

Moreover, the number of children aged between 0 – 4 in the borough is set to increase from 26,074 in 2013 to 27,637 in 2018, putting increasing pressure on services in areas of high growth and meaning more demand for early years services.

## **Why is it needed?**

The early years of childhood development present the best early intervention opportunity across the public sector to improve outcomes for local residents and reduce the financial burden on the state.

To achieve our vision of supporting more vulnerable families at the earliest stage, whilst reducing the base budget by £700k, there is a requirement for whole system change. Salami slicing of the 'as is' service there would involve a significant reduction in front-line services and mean the benefits of service transformation would not be achieved.

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.

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

The early years model proposed has been designed to achieve the following outcomes;

- Identification of and support for the most vulnerable families.
- School readiness for all children in Barnet.
- Positive health outcomes for all children in Barnet.
- Sufficiency of high quality childcare places for children in Barnet.
- Reduce the number of adults with young children who want to return to work but are unable to.

To achieve these outcomes the new early years model will be based on the following strategic objectives;

- A more flexible model of support
- More targeted support for children under five and their families
- A more collaborative model
- A family based approach
- Increasing the involvement of parents and communities in children's centres
- Ensuring sufficient high quality early education in Barnet

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

The new model for early years is aimed at the estimated 26,757 (based on Greater London Assembly figures for 2014) children from 0-5 and their all families 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 early years model 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 model.

**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 model 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 the need of each family rather than specific characteristics 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, social care and family focus.

The consultation report outlines where respondents with different characteristics have given significantly different feedback to the general response.

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.

The early years model outlined in the FBC is not prescriptive in regard to the support, advice

and information offered from each of our children's centres. This level of detail will be developed through implementation and involve consideration of local need and how to ensure services offered meet these needs.

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

The OBC outlined the benefits of the changes, which were then publically consulted on through the early years review. There was broad agreement in regard to the aims and vision of the new early years model as well as the majority of the proposed changes.

Public engagement and consultation will continue throughout the implementation and more detailed design following Children's, Education, Libraries and Safeguarding Committee decision on 28 October 2014. This will allow parents the chance to understand the changes in more detail and help shape the new early years model.

**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.

It was made clear through the consultation that although there was broad agreement with a more targeted model, services should not be only for those from a deprived background and anyone who identifies a need should be supported. This is currently, and will continue to be, the early years approach, focusing on supporting families where there is a need, regardless of their background or characteristics.

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

*Note: In the document below, the consultation referred to as the 'early years questionnaire' was the questionnaire targeted at families who use or have children of the right age to use services, whilst the 'citizen's panel questionnaire' was aimed at a broad cross section of the demographics in Barnet.*

<b>4. How are the equality strands affected?</b>			
<b>Equality Strand</b>	<b>Affected?</b>	<b>Explain how affected</b>	<b>What action has been taken already to mitigate this? What action do you plan to take to mitigate this?</b>
1. Age	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	In 2014 there is an estimated 26,757 children under the age of five in Barnet.  The service provides services to children between the age of 0-5, their parents and pregnant women. It is envisaged that the new early year's model will not	The new early years model will ensure there is flexibility in the service to meet changing demand and offer support to parents of all ages.

		<p>change the scope of the early year's services from children between 0-5 and their families. Whilst services may be offered from a different locality, the extent of services is not expected to change.</p> <p>The early years review targeted questionnaire had a higher percentage of responses between 25 and 44 (67%) whilst the citizen's panel questionnaire covered all ages in Barnet so all views have been considered.</p>	
2. Disability	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>The early years review targeted questionnaire had 10 respondents (3.5%) with a disability, lower than the citizen's panel questionnaire response of 76 (12.5%) which reflects the demographic breakdown of the borough. It is still projected that there will be no negative impact on children and families and this will be kept under review during implementation.</p>	<p>Implementation of the new early years model will ensure accessibility of services for people with disabilities.</p> <p>The new early years model will include key links to the Inclusion and Skills.</p>
3. Gender reassignment	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>The council has collected no information on gender re-assignment in regard to this project as there is expected to be no impact.</p>	<p>If there are any issues raised as part of implementation, or on-going service delivery this will be included in our needs analysis.</p>
4. Pregnancy and maternity	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<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. As part of the early years targeted questionnaire 13% of respondents were on maternity leave (35) and 3% (9) pregnant.</p> <p>As with age, the scope of early year's services will not change as part of the new early years model, although the location of some services may change. 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>

		therefore it is anticipated that the changes will have a positive impact.	
5. Race / Ethnicity	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<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>The response rate as part of the early years review questionnaire was 13% Asian, 6% Black, 4% Mixed Race, 56% White with 19% preferring not to say. The Citizen’s panel survey respondents were broken down as 76% white, 13% Asian, 5% black and 2% mixed race. Demonstrating that responses were reflective of the racial and ethnic diversity in the borough.</p> <p>There is no identified differential impact based on race/ethnicity as services will continue to deliver to all ethnicities and support will targeted to those are in most need of support.</p> <p>A key part of the needs analysis included number of BAME and EAL pupils and as part of the implementation of the new model monitoring of race/ethnicity will continue and if any groups are identified as under accessing support will targeted as necessary.</p> <p>As part of the needs analysis the number of Black, Asian, Minority Ethnic (BAME) in Nursery and reception classes was analysed. In regard to the centres with a significant reduction in opening hours the number of BAME children was lower than average for St Margaret’s (184) and Stonegrove children’s centres (235) and higher than average</p>	<p>The detail of the new early year’s model will be informed by local data and knowledge to ensure services meet the needs of people with different racial / ethnic backgrounds.</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>

		<p>for Hampden Way children's centre reach area (404). The average per reach area was 353.</p> <p>The number of children with English as an additional language (EAL) was also part of the needs analysis undertaken as part of the review. In regard to the centres with a significant reduction in opening hours the number of children with EAL was lower than average for St Margaret's (156) and Stonegrove children's centre (124) but slightly higher than average in Hampden Way's children centre reach area (275). ). The average per reach area was 252.</p>	
6. Religion or belief	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>The early years review consultation had a response rate of 40% Christian, 10% no religion, 8% Muslim, 7% Jewish, 5% other and 16% preferred not to say.</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 implementation of the new early years model 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 checked="" type="checkbox"/> / No <input 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>This was clear in the responses rate of the early years questionnaire, where only 8% of</p>	<p>Service delivery will continue to target fathers who are less likely to attend services by offering specialist services such as dads groups.</p>

		respondents (22) were male.	
<b>8. Sexual orientation</b>	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	The council has collected no information on gender re-assignment in regard to this project as there is expected to be no impact.	N/A
<b>9. Marital Status</b>	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>The needs analysis has considered the number of children under 5 in a lone parent household. The incidence of lone parent households with dependent children in 2011 in Barnet was 11,763.</p> <p>The needs analysis included lone parents with children under 5 and children in out-of-work benefit households (lone parents).</p> <p>In regard to the centres with a significant reduction in opening hours the sum of Children in out-of-work benefit households (Lone Parents) is below average for the St Margaret's (480) and Stonegrove (440), but higher in Hampden Way reach area (605). The average for each reach are was 515.</p>	<p>When implementing the changes the needs analysis will be received, ensuring where there is a need for support for lone parents there are available services at a suitable location.</p> <p>A key outcome the review aims to improve is to reduce the number of adults with young children who want to return to work but are unable too.</p>
<b>10. Unemployed parents</b>	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>Other groups which could be impacted on through the changes are unemployed parents.</p> <p>The needs analysis undertaken considered the level of JSA claimants in the local area. Although this information does not consider whether they have children under 5 or not, it has been used as an indicator of need in the local area.</p> <p>In regard to the centres with a significant reduction in opening hours the claimant rate for 16-64 year olds is lower than average in regard to St Margaret's (345) and Stonegrove (244), but slightly higher than Hampden</p>	<p>A key outcome the review aims to improve is to reduce the number of adults with young children who want to return to work but are unable too, therefore the changes should have a positive impact on this group. Getting parents back to work is a key requirement of the children's centre offer.</p> <p>The needs analysis undertaken will be used in conjunction with local knowledge to ensure effective</p>



		Way reach area (294). The average for each reach area is 358.	support for unemployed parents at a suitable location.
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**5. What will be the impact of delivery of any proposals on satisfaction ratings amongst different groups of residents?**

Overall, the new early years model is expected to have a positive impact on satisfaction rates among residents through improved early intervention and improved service delivery and efficiency.

The early years review questionnaire response showed that;

- 95% of respondents value the advice and information offered in children’s centres, 85% child health support, 78% community midwife support and 76% one-to-one support.

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 is likely to be minimal, as universal services are key to identifying need and supporting parents.

Overall the new early years model 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 to reduce the number of adults with young children who want to return to work but are unable to. 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 has taken place and will continue to take place through the implementation of the early years review to help ensure the views of Barnet's diverse communities are taken into account. As outlined above the early years consultation effectively engaged with a wide range of residents in the borough, ensuring all communities had a view.

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.

A key strategic aim of the new early years model 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?**

The full business case sets out some clear high level outcomes and measures for the new early years model. These are based on achieving the following high level outcomes;

- Identification of and support for the most vulnerable families.
- School readiness for all children in Barnet.
- Positive health outcomes for all children in Barnet.
- Sufficiency of high quality childcare places for children in Barnet.
- Reduce the number of adults with young children who want to return to work but are unable to.

**9. How will the new proposals enable the council to promote good relations between different communities?**

Through implementation and on-going service delivery 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 early years model 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.

**10. How have residents with different needs been consulted on the anticipated impact of**

### **this proposal? How have any comments influenced the final proposal?**

As outlined in specific sections above the early years review targeted residents from a range of backgrounds. A range of methods to ensure residents with different needs could feed into the review. This included;

- Providing each children's centre with a set of consultation documents and questionnaires.
- Arranging a set of 10 drop-in sessions across different children's centres or local venues to support families to complete the questionnaire, answer further questions or take verbal feedback if this was the preferred method of communication.
- The early years review questionnaire was made available on Engage Barnet
- The Innovation Unit were commissioned to undertake a range of workshops, 5 with targeted families who regularly used children's centres

The demographics of respondents to both the early years review questionnaire and the citizen's panel questionnaire was wide, including people with different backgrounds and characteristics. The workshops were aimed at targeted families to ensure the people who rely on the services the most could feed into the review in a way they felt comfortable with.

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.

## Overall Assessment

11. Overall impact		
Positive Impact  <input checked="" type="checkbox"/>	Negative Impact or Impact Not Known <sup>1</sup>  <input type="checkbox"/>	No Impact  <input type="checkbox"/>
12. Scale of Impact		
Positive impact:  Minimal <input checked="" 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>It is proposed that the changes will have a positive impact on younger children, adults with young children, pregnant women and lone parents. This is because the proposal is to have a more strategic approach to children's centres to ensure they focus on those most in need of support.</p> <p>Some centres will have reduced opening hours, which may have a small negative impact on users of those centres, however some services will still be available at those centres and other venues in the locality will continue to offer services. The review has focused on ensuring that the council continue to offer support to families in need, supporting people with different characteristics in a flexible and appropriate manner. The impact on particular groups will be monitoring during the implementation and delivery of the proposal.</p> <p>The review proposes a new model that provides a more coherent and strategically managed offer where resources can be more flexibly moved to the areas of greatest need.</p> <p>The review also focuses resources on those who are in need of most support from early year's</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.

services regardless of disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage or civil partnership.

