

HARINGEY COUNCIL

EQUALITY IMPACT ASSESSMENT FORM



Service: Children and Young People's Service

Directorate: All directorates within the service

Title of Proposal: Equality Impact Assessment of criteria to assess future funding plans for 2011-12 for the Children and Young People's Service

Lead Officer (author of the proposal): Ian Bailey, Deputy Director, Business, Support and Development, the Children and Young People's Service

Names of other Officers involved: Chloe Surowiec, Jen Johnson, Tom Fletcher, Jay Manyande, Arleen Brown

Step 1 - Identify the aims of the policy, service or function

Rationale for Change

The Government's Comprehensive Spending Review, published on 20 October 2010, placed enormous challenge on local authorities to reduce spending in coming years. To enable Haringey Council to achieve the savings required it is redesigning many of its services and significantly reducing spending on "back office" functions. The scale of the budget reductions means that spending on services delivered by VCS organisations and some private organisations must also be reduced. It should be noted that the VCS comprises voluntary and not-for profit organisations.

Overarching indicative criteria based on Audit Commission criteria were approved at Cabinet on 08 February 2011 to provide a framework to enable directorates to form proposals for the allocation of its reduced resources to third and private sector organisations.

Council Wide Overarching Criteria

Criteria	Rationale
Link to strategic priorities e.g. council priorities/Sustainable Community Strategy Outcomes/agreed HSP thematic board outcomes	How this activity is essential to achieving council and partnership priorities
Link to and statutory obligations	Why the council needs to fund this activity
Maximise outcomes: link into performance measures	How this activity improves the wellbeing of local communities
Impact/effect/improvement(s) of service delivery to local community	<ul style="list-style-type: none"> • How we can focus this activity on people most in need • What can make this activity more effective • Other local bodies exist which could provide this activity e.g. the private sector, third sector or citizens could provide this activity, whole or in part • How we make sure that payment to service providers links to achievement
Maximise value for money: including long- and short-term financial savings	How we can provide this activity at lower cost
Local connection/presence in Haringey	Support local organisations and businesses where appropriate.

Further to and based upon these, the Children and Young People's Service (CYPS) has, in consultation with its Lead Member, developed a set of proposed directorate specific criteria and these have been provisionally applied to all third and private sector organisations funded by CYPS in 2010/11 to understand the equality

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impact of the criteria and identify how, if at all, they can be amended to reduce the impact on equalities of this proposed change in policy. CYPS has consulted on the criteria.

CYPS Directorate Specific Criteria

First Stage Assessment:

Each organisation will be assessed regarding the extent to which they meet at least one of the first two priorities of the CYPS Strategic Plan 2009-2020 and which form part of the overarching criteria set out above:

Organisations must meet at least one of the priorities listed below
Keeping vulnerable children safe and promoting their welfare
Early intervention and prevention

Second Stage Assessment:

Services will be assessed against the Haringey Continuum of Need and Intervention (Triangle). **Assessment will be based on where the predominant, that is the largest proportion of, service users fall within the Triangle.**

Priority will be given to organisations where the predominant number of its service users fall within the Triangle at Level 4, and these organisations will proceed to the third stage of the funding eligibility assessment. Organisations where the predominant number of its service users fall within the Triangle at Level 3, 2b, 2a or 1 will not proceed to the third stage and will not receive any further funding.

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Haringey Continuum of Need and Intervention (Triangle) Table

Level	Continuum of Need and Intervention (Triangle)	Appendix 1 Threshold Guidance	Threshold for progression to Third Stage Assessment
4	Vulnerable children with acute or highly complex needs	Targeted and coordinated services	Pass
3	Vulnerable Children with Multiple and Complex Needs	Targeted and coordinated services	Fail
2b	Vulnerable children with some (i.e. 3 or more) additional needs	Targeted services outside universal services	Fail
2a	Vulnerable children with one or two additional needs	Targeted services within/alongside universal services	Fail
1	child achieving expected outcomes	Universal services	Fail

Third Stage Assessment

Please Note – the third stage was added following an initial consideration of the equality impact of the criteria.

Organisations who do not meet level four will not be funded except where there is a serious risk that to withdraw funding would threaten the Council's ability to meet its statutory duties. In such cases, funding will be reviewed.

Service Themes

The range of organisations to whom the criteria will be applied is broad. For the purposes of this EIA, it is therefore useful to disaggregate these into themes so that the equality impacts of the criteria can be properly extracted and understood. The themes will be:

- | | |
|--|---|
| <ul style="list-style-type: none"> 1. Early Years Education and Childcare 2. Youth Activities for Young People 3. Disabilities and Special Educational Needs 4. Family Support | <ul style="list-style-type: none"> 5. 14 to 19 Education 6. Children in Need 7. Youth Offending 8. Teenage Pregnancy & Parenthood |
|--|---|

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Step 2 - Consideration of available data, research and information

The column titled '*application of the initial draft of the criteria*' in Appendix 1 of this EIA shows the outcome of the trial application of the criteria to organisations involved in this process. The specific outcome of the first application is detailed in the neighbouring column titled '*review of the criteria*'.

For example, organisation X was successful at stage 1, was unsuccessful at stage 2 because their service users did not predominantly fall within level 4 on the triangle but was successful at stage 3 because withdrawing funding from organisation X would prevent the Council from meeting its statutory duties. Therefore, it is proposed that organisation X receives funding in 2011/12.

The impacts highlighted by this exercise are:

Age

- 100% reduction in funding to Early Years Education and Childcare
- 100% reduction to Youth Activities for Young People and 14 – 19 Education

The Council's ability to meet its statutory duties

- To ensure sufficient childcare places
- To deliver the Council's child poverty strategy

Step 3 - Assessment of Impact

Using the information you have gathered and analysed in step 2, you should assess whether and how the proposal you are putting forward will affect existing barriers and what actions you will take to address any potential negative effects.

3 a) These proposals will affect existing barriers.

Increase barriers X	Reduce barriers	No change
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3 b) What specific actions are you proposing in order to respond to the existing barriers and imbalances you have identified in Step 2?

The table in Appendix 1 shows how barriers will be increased for certain age groups, specifically early years and young people aged between 13 and 19 if the first version of the criteria are adopted. It also shows that services essential to the Council's delivery of its Child Poverty Strategy would not receive funding. The specific issues highlighted by this exercise are:

- **Age**
 - 100% reduction in funding to Early Years Education and Childcare
 - 100% reduction to Youth Activities for Young People and 14 – 19 Education
- **The Council's ability to meet its statutory duties**
 - To ensure sufficient childcare places
 - To deliver the Council's child poverty strategy

The table also shows how, following the consideration of the initial application of the criteria and the equalities issues highlighted by this, the step was taken to amend the criteria to, where possible, mitigate equality impacts. This is shown in the column titled '*application of revised criteria after considering equalities impacts*'. Specifically, the third stage was added to the criteria, detailed in Step 1 of this EIA. This resulted in a change in proposals.

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Following the application of the revised criteria, a level of proposed funding was allocated to a number of Early Years Education and Childcare settings and a level of funding was redirected to an organisation whose services enable the Council to deliver its Child Poverty Strategy.

3 c) If there are barriers that cannot be removed, what groups will be most affected and what Positive Actions are you proposing in order to reduce the adverse impact on those groups?

In spite of their revision, the criteria still have an adverse impact on children and young people aged between 14 and 19. Actions to mitigate against these are set out below.

- Age
 - 100% reduction to Youth Activities for Young People and 14 – 19 Education

Youth Activities for Young People - Barriers Increased

The revised criteria would adversely impact 100% of the service users of organisations providing activities for young people because their application result in a 100% cut in funding. Simultaneously, Haringey's Youth Service is being restructured and will have a reduced universal offer. This will further increase barriers for young people wanting and/or needing to access positive activities to improve their wellbeing. The new service model is designed to target remaining services at those groups with high levels of need within the borough. The details of this service change can be found in the Youth, Connexions and Participation Service Delivery EIA.

The council recognises that these proposals will, if implemented, significantly increase barriers for young people in this age group. In order to mitigate against the negative impact of this, a number of key actions will be taken.

The Council will build on the established Youth Service affiliation scheme for Third Sector and private providers. This scheme will involve the Council working with relevant providers to further develop their capacity to play a key role in supporting positive outcomes for young people in Haringey.

To develop this work a Community Development and Quality Assurance team is being created within the new Youth, Participation and Community Service whose role will include further developing capacity within the Third Sector. This, it is hoped, will mitigate against the impact of reduced universal youth services provided by the Council and a cut in direct funding to Third Sector and private organisations who have been providing positive activities for young people.

14 – 19 Education – Increase Barriers

The criteria result in the judgement that funding to all organisations within this theme ceases in 2011/12. As such, all service users within this theme would be adversely impacted by the adoption of these proposals.

Significantly these organisations work with children and young people aged between 14 and 19 years old who are at risk of becoming NEET. As such, this age group will be disproportionately adversely impacted by these criteria.

However, supporting young people to enter employment and training and therefore reducing the number of NEET young people continues to be a national priority. Indeed, John Hayes, Minister of State for Further Education and Lifelong Learning, announced on 4 November 2010 that there would be an all-age careers service in England by April 2012, with new arrangements for careers guidance accessible from September 2011 including online services for young people. The Department for Business, Innovation and Skills has also committed to continue to fund a network of public, private and voluntary sector organisations to provide face to face careers guidance to priority groups such as those at risk of becoming NEET.

Furthermore, subject to the passage of the Education Bill, from September 2012, schools will be under a legal duty to make sure their pupils have access to independent, impartial careers guidance. Recognising that schools are best placed to make decisions about the kind of support that will meet the needs of their pupils, they will be free to make arrangements for careers guidance that best suit the needs of their pupils by engaging, where appropriate, with external expert providers. Where schools express an interest in exploring options for buying in services, the Council will work with them to help facilitate this and ensure this is done in a fair and equitable manner.

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Step 4 - Consult on the proposal

Officers have consulted with providers on the criteria. Providers were each sent a letter relating to the funding proposals for each grant they had received in 2010/11. They were invited to comment on the criteria which were clearly set out. In addition to this, 3 officers attended a Children and Young People's Theme Group meeting with VCS organisations on 14 March 2011 which provided the opportunity for face to face consultation on the criteria.

Main Issues and Concerns Raised

Summary of themed findings from the Third Sector consultation	Local Authority Response
<p>1.</p> <p><u>Feedback to the consultation process</u></p> <p>The consultation period is considerably less than that recommended in the Local Compact guidance. The short timeframe as stated in the letter dated 18th Feb was not necessary given that the detailed local authority financial settlement was released by the Government in December 2010. There are examples of local authorities who have completed equivalent consultation exercises on potential cuts to services well before the local authority settlements were announced.</p> <p>The short consultation period presents particular equalities issues for organisations whose service users have complex needs, for example, disabilities. The consultation with service users has not taken this into account.</p> <p>The late consultation and decision making process has left insufficient time for organisations to secure alternative sources of funding. It has also made planning services beyond March 2011 problematic. Even for services that CYPS is proposing to fund, the uncertainty created by the process means that families may experience a break in essential services that there is a statutory duty for CYPS to provide. For example, agreeing staffing arrangements, transport arrangements and undertaking children's needs assessments has been difficult.</p>	<p>This is specifically addressed in the report. Decisions about funding for these organisations could not be taken in isolation; they were part of an overall strategy to save £41m at very short notice. The consultation started as soon as was possible given those constraints. The Council does understand that the timescales are challenging for the organisations concerned.</p> <p>CYPS consulted with HAVCO's Children and Young People's Theme Board and as a result extended the consultation to enable engagement with service users with more complex needs.</p> <p>To mitigate against the uncertainty caused by the extension of the consultation and the potential for a break in service for statutory services, a two month contract extension was arranged for relevant contracts.</p>
<p>2.</p> <p><u>Childcare Sufficiency</u></p> <p>The criteria and judgements that have been applied are unfair as they do not allow a full range of services and will effectively make childcare unaffordable.</p>	<p>The rationale is an anticipated increase in funding for the majority of childcare settings involved in this process through the introduction of the Council's Early Years Single Funding Formula from April 2011. For those organisations where sustainability is anticipated to be a problem under the new funding system, a reduced rate of funding to support sustainability has been allocated through this process.</p>

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Summary of themed findings from the Third Sector consultation	Local Authority Response
<p>3.</p> <p><u>Ensure services for individual children at and young people at Level 4</u></p> <p>Some organisations work with level 4 children but the predominant number of their service users are below level 4 and as such, the provisional application of the criteria has resulted in the proposal not to fund them in 2011/12. This means that these level 4 service users will not receive that service even though resources are being targeted at them. How will the Council ensure that these service users receive the services to which they are entitled?</p>	<p>It is recognised that this as an important issue. The Council is dedicated to ensuring that all children in the borough who are judged to be at level 4 on the Continuum of Need have access to an appropriate level of service. This will be ensured via the appropriate assessment process.</p> <p>Where organisations judge a child to have a high level of need, the Council will work with those organisations to ensure that children and young people are appropriately assessed and consequently are able to access services that meet those needs. This may mean that organisations whose funding has been reduced through this process may receive funding in the future. This will, however, be dependent on the individual child(ren) assessments.</p> <p>CYPS will continue with Aiming High and will target children at level 4 through this initiative. Future contracts resulting from commissioning processes will prioritise service users at level 4.</p> <p>Further to this, a commissioning process will be undertaken to identify providers that can address the needs of children and young people at level 4. CYPS will be issuing a specification to explain how it will expect organisations to meet the needs of children and young people at level 4. Providers who meet the requirements set out in the guidance will be able to apply for funding.</p>
<p>4.</p> <p><u>Services that work predominantly with service users at Level 3 and below</u></p> <p>Some organisations have expressed concern about differentiating between Level 3 and Level 4 service users on the triangle. To withdraw funding at Level 3 may mean that some of the most vulnerable children will be pushed into crisis situations and the number of Level 4 risk children will, therefore, increase.</p> <p>Children with Autism are likely to fall at level 3 in the continuum of need and intervention. If Haringey Council decides that this group will no longer be entitled to funding, it is unclear how the council will avoid challenge through the courts as they may be found to have a legal duty under section 17 of the Children's Act to provide services for children who are in</p>	<p>CYPS will need to support schools, other extended school providers and third sector organisations by providing advice on access arrangements and training to enable them to continue to provide for children and young people at level 3. This, it is hoped, will mitigate against the possibility of these children rising into the level 4 category.</p> <p>Children and young people with complex needs in relation to their autism will fall into level 4 and will be prioritised for resources accordingly so that it effectively discharges its statutory duty to meet the needs of this group.</p>

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Summary of themed findings from the Third Sector consultation	Local Authority Response
<p>need.</p> <p>Many children with autism may be able to attend universal services but only if they are provided with specialist support. For example, a young person might be able to attend a youth club if they are accompanied by an appropriate professional. What steps will be taken to ensure that in such instances, users are able to access universal services?</p>	<p>The Aiming High programme will continue and will support children and young people with complex needs, for example children with Autism, to access universal, targeted and specialist services.</p> <p>Further to this, the Council is negotiating with a number of schools to arrange the delivery of after school childcare. It is anticipated that schools will work with children at all levels of the triangle thus ensuring access to universal services for all users, irrespective of their level of need.</p>
<p>5.</p> <p><u>Nurseries & Playgroups</u></p> <p>Nurseries have had difficulty in estimating the effect of these proposals because they have not had definitive information on the total allocation that they will receive through the Early Years Single Funding Formula.</p> <p>How has the Early Years Single Funding Formula been applied and why was notification of funding allocation issued at such a late date?</p> <p>A local nursery is stating that it is the only nursery serving the Jewish community in the borough. Removing its grant will mean, therefore, that there is no council support for the nursery education of this significant minority community.</p>	<p>The rationale is an anticipated increase in funding for the majority of organisation with the introduction of the Council's Early Years Single Funding Formula from April 2011. As such there is no perceived risk to these organisations. Where there is a perceived risk for organisations with regards to sustainability, an appropriate level of funding has been proposed to ensure sustainability.</p> <p>The introduction Early Years Single Funding Formula (EYSFF) results in a significant change in the way the Council funds private, voluntary and independent organisations (PVI). Formulating it required extensive data collection from schools and PVIs and this was used to arrive at the final indicative allocation of each service provider.</p> <p>The free entitlement is now a maximum of 15 hours per week over at least 38 weeks per year for all three and four year olds. Provision will be free at the point of delivery. This requirement came into force nationally in September 2010.</p> <p>The EYSFF will alter the distribution of resources between maintained and non-maintained settings. Take-up of places is greater in areas that are more affluent and this will affect the distribution of resources within the borough. We intend to mitigate this by the use of a deprivation factor and by the targeting of resources for children most in need.</p> <p>CYPS is proposing to provide a sustainability grant to two Orthodox Jewish organisations at a reduced rate that will ensure sustainability. Children from the Orthodox Jewish Community who cannot access other provision will continue to access early years provision through these two nurseries. Non-orthodox Jewish children will be able to access mainstream provision. A Childcare Sufficiency Audit has been undertaken to ensure sufficient childcare places are available.</p>
<p>6.</p>	

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Summary of themed findings from the Third Sector consultation	Local Authority Response
<p><u>Reduction in Funding – Early Years Setting</u></p> <p>Proposals acknowledge that there may be a serious risk to the council's ability to meet its statutory duty of providing sufficient childcare if funding is totally withdrawn – an immediate reduction of 50% and 30% has been proposed for some organisations.</p> <p>The reduction is not phased. What is the rationale for implementing these reductions?</p> <p>How do these cuts compare to funding reductions for other providers?</p> <p>What actions have been taken to assess the impact of such a reduction in funding at short notice?</p>	<p>Having applied the CYPS criteria the proposed ceasing of funding is in line with reductions to other providers. Assessments have taken into account the application of the Early Years Single Funding Formula as outlined in point 5.</p> <p>Given the application of a reduction to the levels of grant funding available to the EY service from April 2011, there has been little scope for a phased reduction to funding.</p> <p>This point is noted. Unfortunately due to reductions the in the levels of funding available to the local authority 2011, in most cases the Council is minded to cease funding to service providers as they will now be in receipt of the EYSFF.</p> <p>The financial viability has also been assessed and of those organisations where there is a serious risk that to withdraw funding would threaten the Council's ability to meet its statutory duties. For these organisations funding has been reduced to mitigate against this risk.</p>

How the Proposals have changed as a Result of the Consultation

Officers have scrutinised the responses generated by the consultation and considered the key issues raised by providers in relation to the criteria. This has highlighted for officers a number of issues. Where possible, actions have been agreed to mitigate against the equality impacts of these proposals. Most notably this has involved the revision of the criteria.

Informing those who took part in the Consultation

This EIA along with the Lead Member Report detailing final proposals and the Council's response to the issues raised through the consultation will be made publicly available on the Council's website. Organisations will also receive a letter informing them of the outcome of the consultation. The letter will explain where the full consultation response can be found on the council website.

Step 5 - Addressing Training

The criteria described in this EIA have been designed to enable Council Officers to put forward equitable funding proposals to members that make best use of resources whilst simultaneously meeting the needs of the maximum number of the borough's residents and not discriminating positively or negatively against any protected equalities group.

As such, it is important that all Officers involved in creating future funding proposals to VCS and, where appropriate, some private organisations, must have received up to date, full, equalities training. This will be identified as a key action in section 8.

Step 6 - Monitoring Arrangements

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If the proposal is adopted there is a legal duty to monitor and publish its actual effects on people. Monitoring should cover all the six equality strands. The purpose of equalities monitoring is to see how the policy is working in practice and to identify if and where it is producing disproportionate adverse effects and to take steps to address the effects. You should use the Council's equal opportunities monitoring form which can be downloaded from Harinet. Generally, equalities monitoring data should be gathered, analysed and report quarterly, in the first instance to your DMT and then to the Equalities Team.

Who will be responsible for monitoring?

Senior Officers in CYPS will be responsible for monitoring and reviewing these proposals and their impact with support from colleagues in the new corporate commissioning function who will be assuming responsibility for the commissioning of children's services from external providers.

Where will this information be reported and how often?

This information on the outcome of this process will be reported to the CYPS Directorate Management Team

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Step 7 - Summarise impacts identified

In the table below, summarise for each diversity strand the impacts you have identified in your assessment

Age	Disability	Ethnicity	Gender	Religion or Belief	Sexual Orientation
<p>Youth Activities for Young People / 14 – 19 Education 100% reduction to Youth Activities for Young People and 14 – 19 Education</p>	NA	NA	NA	NA	NA

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Step 8 - Summarise the actions to be implemented

Please list below any recommendations for action that you plan to take as a result of this impact assessment.

Issue	Action required	Lead person	Timescale	Resource implications
Reduction in availability of activities for young people	Build on the established Youth Service affiliation scheme for Third Sector and private providers. This scheme will involve the Council working with relevant providers to further develop their capacity to play a key role in supporting positive outcomes for young people in Haringey.	Deputy Director – Early Intervention and Prevention	Ongoing	Within existing resources
Reduction in availability of activities for young people	Create a Community Development and Quality Assurance team within the new Youth Service whose role it will be, in conjunction with completing community needs assessments, to further develop capacity within the Third Sector.	Deputy Director – Early Intervention and Prevention	2011 – 12	Within existing resources
14 – 19 Education	Where schools express an interest in exploring options for buying in services to work with 14 – 19 year olds, the Council will work with them to help facilitate this and ensure this is done in a fair and equitable manner.	Director of the Children and Young People’s Service	Ongoing	Within existing resources
Training	All Officers involved in creating future funding proposals to VCS and, where appropriate, some private organisations, to receive	Director of the Children and Young People’s Service	Ongoing	Within existing resources

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	up to date, full, equalities training.			
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Step 9 - Publication and sign off

There is a legal duty to publish the results of impact assessments. The reason is not simply to comply with the law but also to make the whole process and its outcome transparent and have a wider community ownership. You should summarise the results of the assessment and intended actions and publish them. You should consider in what formats you will publish in order to ensure that you reach all sections of the community.

When and where do you intend to publish the results of your assessment, and in what formats?

Assessed by (Author of the proposal):

Name:

Designation:

Signature:

Date:

Quality checked by (Equality Team):

Name: Arleen Brown

Designation: Senior Policy Officer

Signature: *Arleen Brown*

Date: 10 May 2011

Sign off by Directorate Management Team:

Name:

Designation:

Signature:

Date: