



**DRAFT**

**Haringey's Local Area Agreement**

**Equality Impact Assessment**

**December 2006**

# Introduction

This Equalities Impact Assessment consists of six sections. These are:

1. Aims - This section identifies the aims and purpose of the Local Area Agreement.
2. Information and Evidence - This section sets out the relevant information considered in carrying out the assessment including why specific groups/communities or areas were targeted over others.
3. Assessment of likely impact - This section assesses whether the LAA will have significant consequences for any particular equalities groups.
4. Consideration of alternatives - This section considers ways to minimise any adverse impacts found in the assessment.
5. Monitoring and Reviewing Arrangements
6. Publishing the Impact Assessment

# 1. Aims of the Local Area Agreement

Our Local Area Agreement (LAA) is in the third round of LAA agreements and is based on our local Sustainable Community Strategy and straddles the old and new community strategy. Our LAA sets out the priorities in Haringey over a three year period agreed between central government and partners that make up the local strategic partnership including Haringey Council, Haringey Teaching Primary Care Trust, the Metropolitan Police Service and the community and voluntary sector. The LAA provides an opportunity to focus specifically on addressing the big issues identified by the local community for the benefit of all in Haringey. The aim of our LAA is to jointly deliver improved local services with a focus on local needs and priorities of Haringey.

LAA's involve:

- Automatic and negotiated freedoms and flexibilities
- A reduction of monitoring and reporting around pooled funding streams.
- Access to up to £1 million in pump priming and approximately £9 million in reward grants for performance on 12 stretch targets over three years if the targets are successfully delivered.

The LAA is made up of four blocks based around core areas that were set by government:

- children and young people
- safer and stronger communities
- healthier communities and older people
- economic development and enterprise.

The main themes that the partnership has agreed that cut across the four blocks of our LAA are:

- Increasing employment and creating prosperity
- Enabling young people (14-25) to make positive choices
- Building on success - a targeted approach to areas and communities to accelerate progress.
- Active listening and increasing community participation
- Improving health and well-being

The LAA has been developed through an evidence based planning process ie. priority indicators and targets are agreed based on a knowledge and understanding of the big issues for Haringey. However, a number of outcomes and indicators have been prescribed by national government that are known as mandatory outcomes/indicators.

The four blocks of the LAA and the mandatory targets and indicators may impact on particular equalities groups, however they have been set by government and are based on national priorities and agendas. The equalities impact assessment looks at those outcomes and targets which have been agreed locally to address specific issues affecting the borough.

The local targets chosen in terms of the different ages, gender, ethnic groups and areas is a means by which specific inequalities are addressed to ensure overall borough wide improvement for equalities groups and the population as a whole.

One way in which equalities impacts are controlled is by ensuring that any targeting is balanced by borough wide indicators so that any displacement is controlled for.

## 2. Relevant Information and Evidence

The following targets in the LAA were reviewed for their equalities impact as they are linked to specific strands and/or focus on specific demographic areas. These targets are either stretch targets or optional targets as the mandatory targets have already undergone a review by the equalities team and are not considered discriminatory.

### **AGE SPECIFIC TARGETS**

#### **Children and Young People Block**

***Percentage of 16-18 year olds not in education, employment or training*** (stretch target) Priority 20 in *Changing Lives*, the children and young people's plan.

16-18 year old NEETs were selected as:

- The number of Haringey young people falling into the NEET category is above the national rate even though it has reduced.
- Information collected at September 2006 shows the rate varies across ethnic groups. For example 22.8% of the NEET group were White British, 16.8% were any other White background, 16.5% were Caribbean, and 10.6% African. These were the four groups with the highest representation amongst those who are NEET.
- The distribution of NEET young people across Haringey is also uneven with 50% of the cohort living in just six of the most deprived wards in the east of the borough. Young people who are NEET tend to have higher unemployment rates, lower earnings, higher teenage pregnancy rates, higher incidence of ill-health, higher crime rates and higher incidence of drug abuse during their lives, so perpetuating a cycle of deprivation.

The stretch target aims to make faster reductions in the incidence of NEETS so helping bring more young people out of the potential cycle of deprivation.

***Percentage of 19 year olds achieving full level 2 qualifications*** (stretch target) Priority 19 in *Changing Lives*, the children and young people's plan<sup>1</sup>. The percentage of 19 year olds achieving level 2 in Haringey has increased from 53% to 57% (2004 to 2005) compared to the national increase from 66.8% to 69.8%. Therefore while the rate of improvement for Haringey is greater than that seen nationally, the Borough is still well below that national average for 19 year olds achieving level 2 qualifications.

This target, like the NEETS, is directed at the post 16 cohort of young people. The ambition is to help more of these young people achieve level two qualifications thereby improving their chances of finding a job, and increasing the range of jobs that will be available to them. These increased qualifications may also inspire young people to undertake further education or training. As such this target compliments the NEETS target as part of the range of work

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<sup>1</sup> Information from NEET Strategy presented to CYPSP 20 November 2006

that is needed to improve the outcomes for young people post school leaving age.

**Percentage of 11 year olds achieving level 4 in English and Maths at Key Stage 2** (optional target) Priority 14 in *Changing Lives*, the children and young people's plan<sup>2</sup>.

Overall, Haringey's rate of progress since 2002 at Key Stage 2 English has been better than the national trend, progress in maths has been in line with the national trend. At level 4 and above English has improved by 8% in Haringey compared to national improvement of 4%. Mathematics in Haringey has improved by 3% compared to a 3% gain nationally.

However Key Stage 2 was selected as there remains a significant gap between the results in the east and west of the borough. The impact of deprivation on pupils can be seen in the different levels of attainment between pupils eligible for free school meals. In 2006 62% who are eligible obtained English level 4+, against 81% of those who are not eligible.

The Children and Young People's Service works closely with schools to ensure they have appropriate pupil tracking systems and procedures in place, that pupils' progress is monitored regularly and teacher's plans for learning are in place to meet the needs of all pupils.

While in English at Level 4 and above, the attainment of all the larger ethnic groups has improved in line with the Haringey trend since 2002, in Maths and Science this has generally not been the case.

In mathematics at Level 4+, African and African-Caribbean pupils' attainment has declined by 3% and 2% since 2002. Results for Kurdish pupils have improved by 6% and Turkish pupils have stayed the same.

In science, at Level 4+, the results of most of the larger ethnic groups have dropped since 2002. African, African-Caribbean, Kurdish and Turkish pupils' attainment has dropped by 2%, 3%, 6% and 1% respectively compared to a 6% rise for UK White pupils.

**Percentage of 16 year olds especially looked after children achieving 5 or more GCSEs at grades A\*-C and A-G** Priority 14 in *Changing Lives*, the children and young people's plan.<sup>3</sup>

The percentage of young people achieving 5 or more A\* to G grades at GCSE has improved steadily over the last 5 years, with the gap between Haringey and national results narrowing. In the main 5+ A\* - C indicator Haringey has improved by 17%, compared to the estimated national increase of 7%. The 19% gap between Haringey and the national has now been reduced to 9%.

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<sup>2</sup> Information from Knowing Our Children & Young People – Planning for Their Futures: A Needs Assessment

<sup>3</sup> Information from Knowing Our Children & Young People – Planning for Their Futures: A Needs Assessment

Achievement in the west of the borough is just above the national average at 58% compared to the east at 42%. The difference in achievement between schools in the east compared with schools in the west has reduced from 30% in 2001 to 16% in 2005.

The continuing improvement at GCSE is reflected in the performance of the larger ethnic groups in Haringey. There is real evidence that the gap between ethnic minority groups and White UK pupils is closing.

This target has been selected to continue the improvements already made but also improve on the results for looked after children at GCSE which have shown little change at the 5+ A\* - C indicator and declined slightly on the 5+ A\* - G indicator.

***Increase the uptake of Chlamydia screening amongst 15-24 year olds***

The burden of poor sexual health falls disproportionately on young people, including those initiating sexual relationships. This target focuses on increasing the number of 15 – 24 year olds taking up the offer of Chlamydia screening, including treatment for the young person and their sexual contacts. By detecting and treating non-symptomatic infection, we hope to reduce the prevalence of Chlamydia in the borough. Chlamydia tests are also available for other age groups, e.g.: through primary care and sexual health services.

***Reduce infant mortality by increasing the proportion of women who initiate breastfeeding, and reducing the number of women who smoke during pregnancy***

Smoking during and after pregnancy has a negative impact on health outcomes for child and mother. Smoking prevalence is disproportionately high amongst manual groups, and this target will help to address inequalities in maternal and child health.

Breastfeeding significantly improves infant and longer-term health outcomes. Breastfeeding initiation and continuation rates are also lower amongst manual groups and some BME communities, and, therefore, this target will also help to address health inequalities.

**Healthier Communities and Older People Block**

***Percentage of adults participating in at least 30 minutes of moderate intensity sport and active recreation.***

The under 16 age group has not been included in this physical activity target as it falls under the ambit of the Healthier Schools target that is being addressed in the Children and Young People Block. Also exercise and physical education is promoted as part of the Haringey schools' curriculum, however those 16 and over do not have access to this.

Therefore there will be no negative impact for under 16s, but there will be a positive impact for those over 16 years of age. As a result, no particular age

group has been singled out in relation to physical activity indicators in the LAA.

***Improve access to a range of day opportunities for older people***

There is evidence that older people are not able to access many community facilities because of issues such as accessible transport, the need for availability of care provision etc. In addition, clinical evidence indicates that there is a prevalence of depression in older people (5-10% in the community, double this in hospital & care homes). By intervening to provide appropriate preventive services, we can help reduce this incidence & thus achieve better outcomes for this group of people.

***Improved living conditions for vulnerable people ensuring that housing is made decent, energy efficient and safe***

Vulnerable groups are particularly susceptible to the impacts of poor housing. Housing is an important wider determinate of health and well being and therefore contributes toward inequalities health. Poor housing also has strong link with educational attainment and social deprivation.

Evidence is available to corroborate the effectiveness of thermal efficiency and improvements in health. For example, health evidence demonstrates a relationship between sub-optimal indoor air temperature and vulnerability to cold related deaths, particularly amongst those over 65 years. The elderly are particularly vulnerable because they generally spend more time indoors and will not move about as much as other groups. This is compounded by rising fuel costs, meaning those in deprivation are hardest hit.

The scheme also provides a conduit to vulnerable residents to access essential mainstream council led services, such as Disabled Adaptation Service. This element of the scheme has potential for development.

**DISABILITY SPECIFIC TARGETS**

**Healthier Communities and Older People Block**

***Increase the number of people with first episode psychosis in specialist early intervention treatment.***

Research has demonstrated that early intervention for people and reducing the period of untreated psychosis leads to better outcomes for the individual.

There is an expected 100 people who experience early signs of psychosis every year in Haringey, many from BME communities who mistrust mainstream mental health services and need to receive a specialist service that provides a holistic and recovery promoting approach.

**Economic Development Block**

***Number of people on IB more than 6 months helped into sustainable employment – borough wide***



Incapacity benefit has the single highest claimant count for borough (12,860 IB/SDA claimants at July 2006). This stretch is in line with central government policy on reducing numbers on Incapacity Benefit. Initiatives such as Pathways to Work focus on new claimants so this stretch will with not conflict with current or forthcoming provision for Incapacity Claimants. This stretch will be borough wide. Evidence suggests that a large proportion of people on Incapacity Benefit are men or have a disability including mental health issues. 57.1% of people on Incapacity Benefit are men and 45.3% have mental health issues.

## **GEOGRAPHICAL TARGETTING- ETHNICITY, RELIGION, GENDER AND DISABILITY**

### **Healthier Communities and Older People Block**

#### ***Encouraging smoking cessation in N17*** (stretch target)

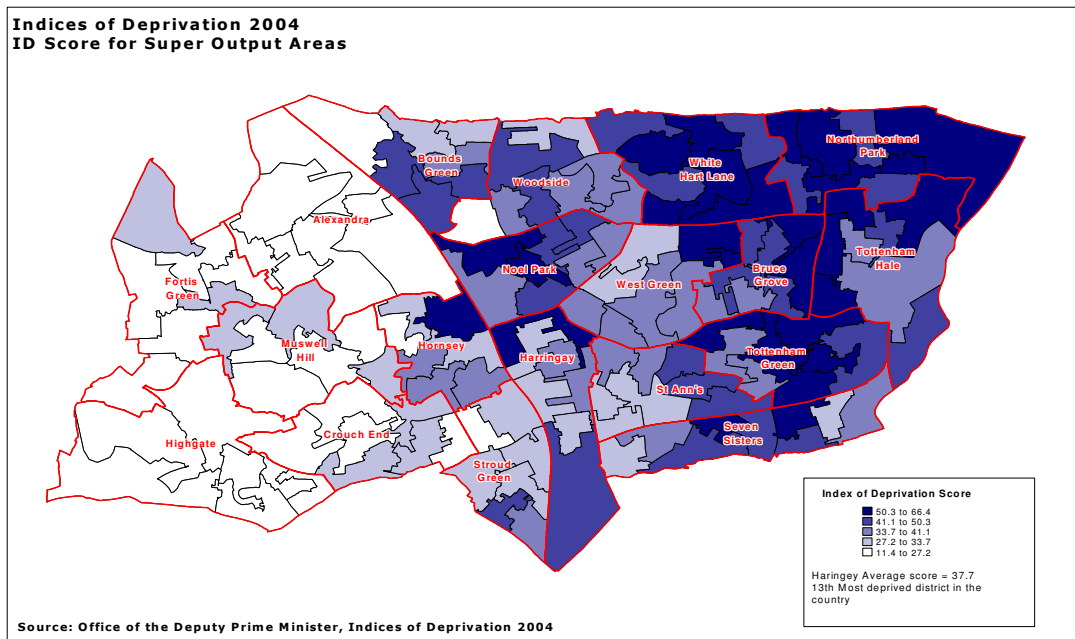
N17 has been selected as a specific focus because:

- N17 has the areas of highest deprivation in the borough (as shown in the figure below), and indeed in the country. Smoking rates are higher in more deprived areas. This links to relatively high smoking rates and smoking related mortality and morbidity. The report 'Tobacco in London: The preventable burden'<sup>4</sup> suggests that every year in Tottenham there are:
  - 130 deaths related to smoking
  - 600 hospital admissions
  - at a cost of nearly £1.4m (as at 2004)
- Nationally as at 2004 32% of manual workers smoked compared to 21% of those in non-manual occupations<sup>5</sup>. One of the national targets to tackle the underlying determinants of ill health and health inequalities is to reduce adult smoking rates (from 26% in 2002) to 21% or less by 2010, with a reduction in prevalence among routine and manual groups (from 31% in 2002) to 26% or less.
- Recent estimates from GP practices suggest that people registered with GP practices in N17 have a smoking prevalence of 28% whereas people registered with other Haringey practices have a prevalence of around 25%.

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<sup>4</sup> Callum C & White P, Tobacco in London: The preventable burden. Smokefree London & London Health Observatory, March 2004.

<sup>5</sup> Chief Medical Officers Annual Report, Second Hand Smoke Kills, 2002.



***Increase the average annual income of deprived groups by increasing the uptake of Council Tax and Housing Benefit amongst eligible individuals***

Haringey is currently one of only eight English Local Authority areas (including five London boroughs) that have an employment rate below the European Union average of 63.3 per cent.

The employment rate for ethnic minorities in Haringey was 45.3% in 2004/05, up from 39.9% in 2003/04. However, this is 13.6 percentage points below the England average of 58.9%<sup>6</sup>.

Additionally, employed Haringey residents earn less on average than those in other London boroughs. The average household income in Haringey is £36,336.49 per ward, versus a £37,661 London-wide average<sup>7</sup>.

Given Haringey's high unemployment rate and relatively low level of household income, it is important that those who are eligible for benefits receive them.

One must be on a low income to be eligible for these benefits: individuals (or partners) who have more than £16,000 in savings are not entitled to Housing

<sup>6</sup> All of the above data from the Economic Regeneration Performance Indicator for Quarter 3 of 2006

<sup>7</sup> Numbers computed using CACI data sets

Benefit or Main Council Tax Benefit, unless they also receive Pension Credit Guarantee Credit. Evidence suggests that these relates to equalities groups such as people with disabilities, lone parent families (predominately women), BME and older people.

Unemployment is high among people with disabilities, lone parents, BME and older people.

### **Safer and Stronger Communities Block**

#### ***Recycling participation within super output areas***

Northumberland Park does not have the same level of recycling service as the rest of the Borough.

The recycling participation survey for Northumberland Park in Jan/Feb 06 shows that the participation rate is on average 60%. This is less than the overall participation rate for the borough of 64%.

There does appear to be a correlation between the levels of recycling and the ethnic minority populations within a ward. Seven out of the 12 wards with high ethnic minority populations have the lowest recycling rates in the borough. These wards are:

- Bruce Grove
- Haringay
- St Ann's
- Tottenham Green
- Tottenham Hale
- West Green
- White Hart Lane

#### ***Reduction of litter & detritus in super output areas***

This target focuses specifically on three areas: Bruce Grove, Northumberland Park and Noel Park. These three areas generally have higher levels of litter and detritus than the Borough average. 37% of sites in Haringey do not meet the cleanliness measure of BVPI 199 whereas 49% of sites in Northumberland Park and 44% of sites in Noel Park do not meet the measure. By focussing specifically on these areas a number of equalities groups may experience an impact.

There are a higher proportion of young people (10-24 years) in these areas. For example, 11.6% of the population in Noel Park are 20-24 years old compared to the Borough average of 8.5%. All three areas have higher than Borough average numbers of Muslims. The borough average is 11.3% compared to Bruce Grove (15.1%), Noel Park (14.9%) and Northumberland Park (15.8%).

There are large Asian and Black or Black British communities in these areas. Caribbean populations in Bruce Grove and Northumberland Park are twice the borough average. The percentage of African people living in these two areas is also much higher than the Borough average (Northumberland Park, 17.3% and Bruce Grove, 13.9% compared to the Borough average. 9.2%)

### **Economic Development Block**

#### ***Number of people from disadvantaged groups and areas helped into sustained work***

The SSCF Neighbourhood Element Tackling Worklessness programme targeted the three wards of Bruce Grove, Noel Park and Northumberland Park in accordance with ODPM guidance that specified it be used in areas which, according to IMD data, suffer from “pockets of severe deprivation”. The three wards all contain SOA’s that are among the 3% most deprived in England. The decision to target these wards was approved by the Enterprise Theme Board and the Chief Executive’s Management Board.

The stretch target expands sustained job outcomes, and the geographical targeting of the programme to the twelve wards with the worst labour market position relative to the rest of the borough, based on Jobcentre Plus GIS Claimant Count data. These wards contain the highest levels of claimants and will have the greatest impact in reducing the overall claimant count in the borough.

The SSCF Neighbourhood Element worklessness programme contains specific equalities targets. These are:

- 50% BME
- 50% Women
- 17% Disabled

These groups were targeted as they all have working age employment rates significantly below the borough average:

ONS Crown Copyright Reserved [from Nomis on 7 November 2006]			
Date	Apr 2005- Mar 2006		
<b>Variable</b>	<b>Haringey</b>		
	<b>number</b>	<b>denominator</b>	<b>percent</b>
Employment rate - working age	99,400	150,200	66.2
Employment rate females - working age	42,300	72,700	58.2
working age employment rate - non-white	29,900	57,000	52.4
Employment rate working age – disabled	9,600	22,300	43.0

## **SEXUALITY SPECIFIC TARGETS**

There are no stretch or optional targets that impact on the sexuality, however there is one mandatory target that should have a positive impact on this group. This target is the Increasing the service use of Hearthstone domestic violence service by under-represented communities including same sex couples.

### **Safer and Stronger Communities Block**

#### ***Sanctioned detection rate for domestic violence offences***

This target was selected as:

- Recorded domestic violence offences have steadily increased over 2003-2005 (calendar years) with totals of 3,032 in the year 2003, 3,388 in 2004 and 3,706 in 2005. Of all violent crime types, particular emphasis is placed upon domestic violence due to the low-levels of this offence being both reported and recorded.
- The majority of victims are women. In the period January to June 2006 there were 528 (82.9%) female victims compared to 109 male victims. Of the 1124 cases of domestic violence, Hearthstone Haringey's domestic violence advice and support centre last year, 95% of perpetrators were men and 97% of victims were women.
- 2.5% of domestic violence cases last year were same sex relationships.
- Domestic violence is a crime that has long term impacts on all family members especially on children's well-being, mental health and education and the victim's mental and physical health.
- Domestic violence also occurs in all communities but for some victims it is harder to report and seek help due to cultural or legal factors ie. Muslim women who are asylum seekers.

## **3. Assessment of Likely Impact**

The LAA process generally enables existing services to be delivered more effectively and for partnership working to add value. The LAA on a whole does not introduce new initiatives that could have equality implications. The only possibility of indirect equalities impact was around the stretch targets and optional indicators.

Some targets impact all equalities groups. For example domestic violence impacts across all of the equalities groups, thus highlighting the importance of addressing this issue. This stretch target goes some of the way to doing this

and the impact across all equalities groups is positive as it is improving the circumstances of those with the greatest need.

Other stretch targets were weighted towards particular groups such as BME groups or those with disabilities, however the government required borough wide indicators to be included for these targets so there is no negative impact or perverse incentive across the borough as a whole. For example the smoking cessation target focussing specifically on N17 includes a borough wide indicator to ensure that this does not reduce overall quitters rates across the Borough. Also the target to increase physical activity impacts positively on all equalities groups as it aims to increase levels of physical activity across Haringey, with a specific focus on the east of the borough, targeting those from priority groups (i.e. women, black and ethnic minorities, people with a limiting disability, people from lower socio-economic groups and older people) who are amongst the least active.

All targets however are addressing an identified need and in this way are having a positive equalities impact and assisting in reducing inequality for a range of areas and communities.

For example, the wards selected for the assisting people from disadvantaged groups and wards into sustained work target, those from the SSCF Worklessness Programme, suffer from severe deprivation and suffer the worst labour market position relative to the rest of the Borough. These wards also contain the highest levels of claimants. By targeting specific equalities groups such as women, BME and disabled people with significantly lower than average employment rates, the worklessness programme will not only addresses need but will also have the greatest impact in reducing the overall claimant count in the borough.

The three wards selected for the litter and detritus target, Northumberland Park, Noel Park and Bruce Grove generally have higher levels of litter and detritus than the rest of the borough and are therefore the focus of this stretch target. There will be a positive impact on a number of equalities groups as these super output areas have large populations of young people, particular ethnic minority groups and those on Incapacity Benefits/Severe Disablement Allowance.

By increasing the uptake of Council Tax and Housing Benefit amongst eligible individuals, this target will have a positive impact on those deprived groups including ethnic minority groups and older people for example that are entitled to benefits but are not yet receiving them. This target is clearly addressing groups in greatest need by directing assistance at those who are not receiving their entitlements.

### ***Equality Impact Assessment Findings***

It is the finding of this assessment that the stretch and optional targets do not have any adverse or negative impacts on particular equalities groups that result in unlawful direct or indirect discrimination, but they go some way towards reducing the barriers to equality in Haringey.

Owners of the stretch targets will need to decide if it is necessary to undertake an Equality Impact Assessment for each of the stretch targets to determine any further equalities implications.

### **Consultation**

The LAA has been developed through a partnership group that includes representatives from a wide range of voluntary and statutory organisations including:

- The Peace Alliance
- Job Centre Plus
- The Bridge, New Deal for Communities
- HAVCO
- HarCEN

This has ensured that equalities issues have been considered throughout the development process.

Alongside the development of the LAA, Haringey's Local Strategic Partnership has been consulting and involving the community in the renewal of the Sustainable Community Strategy. The LAA is viewed as providing an essential part of the delivery mechanism for the Sustainable Community Strategy.

The objectives and targets of the LAA seek to reflect the priorities emerging from this and other consultations on specific issues such as the consultation on the Children and Young People's Plan.

This consultation included:

- Public consultation throughout the summer at shopping centres, festivals, through the Haringey magazine, user forums, community groups, competitions, neighbourhood structures and through community and voluntary organisations;
- Area Assemblies, web site, theme boards; and
- the HSP Partners' conference.
- Interest groups
  - Haringey Phoenix Group (people who are visually impaired)
  - Haringey Lesbian, Gay, Bisexual and Transgender Network
  - Mobility Forum
  - Disabled People's Group
  - Older & Bolder Forum
  - Older People's Forum
  - Race Equality Joint Consultative Committee
  - Haringey Community & Police Consultative

Hard-to reach groups

- Somali Conference
- Home carers/support workers (The Grange and Woodside House)

- Supporting People Service Users Steering group
- You Count Forum (single homeless people)

#### Children and young people

- Competition for children and young people publicised via over 40 Community Summer Activities Schemes across the borough.
- Children & Young People Conference.

This consultation was undertaken over a period of four months and was as broad and inclusive as possible. The method used was very simple and quick requiring people to respond to set of questions designed to elicit information about the respondent's current perception of the borough and included an invitation to shape the future of the borough. The questions were presented on a postcard. These postcards were available in English and the seven most requested languages of service users, in large print and in the Talking Newspaper. The outcomes of this consultation are yet to be determined and only a very preliminary analysis of the feedback has been undertaken highlighting key themes.

In addition, each of the thematic partnerships undertook a range of consultation activities. For example, the Healthier Communities and Older People block held a consultation event over the summer at which members of the voluntary and community sector and the public could provide feedback on the targets they felt should be prioritised within this block.



## 4. Consideration of Alternatives

### Improved data collection

- Equalities data collection will be greatly improved with the further development of GIS. This system is expected to be running by the end of 2007.
- Gaps in data will be addressed for example HAVCO mapping as part of the volunteering stretch target.

### Development of the Performance Management Framework

Targeting will be improved through development of the HSP Performance Management Framework. This will occur through the LAA six monthly review. Through this process particular groups can be monitored/targeted to ensure they have access to services.

### Future Consultation to inform LAA development

This involves a more detailed analysis of the further information on the opinions of those equalities groups consulted as a part of the Community Strategy consultation process. This information will be available in March 2007 and will feed into the LAA.

### LAA Summary

A summary of Haringey's Local Area Agreement is available at: [inc link](#)

## 5. Monitoring and Reviewing Arrangements

The equalities review process will be in line with the Local Area Agreement review occurring every six months.

## 6. Publishing the Impact Assessment

This Equality Impact Assessment is published on the Haringey Council website.