

EQUALITY IMPACT ASSESSMENT

The **Equality Act 2010** places a '**General Duty**' on all public bodies to have '**due regard**' to the need to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advancing equality of opportunity between those with a 'relevant protected characteristic' and those without one;
- Fostering good relations between those with a 'relevant protected characteristic' and those without one.

In addition, the Council complies with the Marriage (same sex couples) Act 2013.

Stage 1 – Screening

Please complete the equalities screening form. If screening identifies that your proposal is likely to impact on protected characteristics, please proceed to stage 2 and complete a full Equality Impact Assessment (EqIA).

Stage 2 – Full Equality Impact Assessment

An EqIA provides evidence for meeting the Council's commitment to equality and the responsibilities under the Public Sector Equality Duty.

When an EqIA has been undertaken, it should be submitted as an attachment/appendix to the final decision making report. This is so the decision maker (e.g. Cabinet, Committee, senior leader) can use the EqIA to help inform their final decision. The EqIA once submitted will become a public document, published alongside the minutes and record of the decision.

Please read the Council's Equality Impact Assessment Guidance before beginning the EqIA process.

1. Responsibility for the Equality Impact Assessment

Name of proposal	PAUSE PROGRAMME
Service area	Safeguarding
Officer completing assessment	Colette Elliott-Cooper
Equalities/ HR Advisor	Hugh Smith
Cabinet meeting date (if applicable)	N/A
Director/Assistant Director	Ann Graham

2. Summary of the proposal

Please outline in no more than 3 paragraphs

- *The proposal which is being assessed*
- *The key stakeholders who may be affected by the policy or proposal*
- *The decision-making route being taken*

The proposal aims to set up a Pause Practice within Haringey (to be called 'Pause Haringey'). This will involve recruiting a team of five staff to deliver the Pause programme, according to the Pause Framework (created by the national charity, Pause). The Pause programme works with women who have experienced, or are at risk of, repeated pregnancies that result in children needing to be removed from their care. The programme aims to break this cycle and give women the opportunity to pause and take control of their lives. The purpose of Pause is to prevent the damaging consequences of countless more children being taken into care each year.

The Pause model

Pause Haringey will work with women who have had two or more children removed from their care and are at risk of further pregnancies that are likely to result in care proceedings. To be eligible for the programme women need to have no children in their care and be willing to take a pause from pregnancy.

Pause Haringey will work intensively with up to 24 women over a period of 18 months. They will offer a programme of therapeutic, practical and behavioural support, tailored around each woman's needs. The key element of the programme is the relationship between the woman and a skilled, experienced Practitioner who will adopt a trauma-informed, systemic approach to the women and those in her environment. It is predicated on the vital importance of assertive outreach. The women that Pause works with are the core focus of the intervention. They shape and co-design their programme – this is an essential element of the model to ensure success. Each woman works with her Practitioner to focus and prioritise the goals she wants to achieve over the course of the programme; these are regularly reviewed and adapted accordingly.

Intended outcomes

Outcomes for individual women will vary greatly. For some women simply experiencing a positive relationship will be success, whereas others will achieve greater change. The range of outcomes we expect to see are described below.

Reduction in the number of children being taken into care. There is a significantly reduced risk of women getting pregnant during the programme. Early evidence suggests there is a longer term impact both on the conception rate of the women who have been through the Pause programme and on their ability to parent, but there is not yet sufficient data to state this with certainty.

Women will be more stable – we measure this through the following indicators:

- Women being safer from domestic abuse;
- Women having increased income and less debt;
- Women having improved employability;
- Women having less rent arrears;

- Women being in more safe and secure housing;
- Women having reduced drug and alcohol misuse;
- Women having less, or less severe, contact with the criminal justice system.

Women will have improved health, wellbeing and self-esteem – we measure this through the following indicators:

- Women being better able to manage loss;
- Women having improved resilience;
- Women showing improved confidence and self-esteem;
- Women having improved mental health;
- Women having more healthy relationships and networks;
- Women having better relationships with services.

Following research into the effectiveness of the PAUSE model elsewhere an Invest to Save business case was scope. The decision to take forward the PAUSE project was then made at July Cabinet 2019, with future decisions delegated to the Director of Children’s Services and the Portfolio Holder for Children and Families.

3. What data will you use to inform your assessment of the impact of the proposal on protected groups of service users and/or staff?

Identify the main sources of evidence, both quantitative and qualitative, that supports your analysis. Please include any gaps and how you will address these

This could include, for example, data on the Council’s workforce, equalities profile of service users, recent surveys, research, results of relevant consultations, Haringey Borough Profile, Haringey Joint Strategic Needs Assessment and any other sources of relevant information, local, regional or national. For restructures, please complete the restructure EqIA which is available on the HR pages.

Protected group	Service users	Staff
Sex	<i>Source: MOSAIC case record data, used to inform scoping exercise.</i>	SAP
Gender Reassignment	<i>Source: MOSAIC case record data, used to inform scoping exercise for Children, Young People and their parents, where recorded and available.</i>	Data not collected
Age	<i>Source: MOSAIC case record data on Children, Young People and their parents, used to inform scoping exercise.</i>	SAP
Disability	<i>Source: MOSAIC case record data, used to inform scoping exercise for Children, Young</i>	SAP

	<i>People and their parents.</i>	
Race & Ethnicity	<i>Source: MOSAIC case record data, used to inform scoping exercise for Children, Young People and their parents.</i>	SAP
Sexual Orientation	<i>Source: MOSAIC case record data, used to inform scoping exercise for Children, Young People and their parents, where recorded and available.</i>	Data not collected
Religion or Belief (or No Belief)	<i>Source: MOSAIC case record data, used to inform scoping exercise for Children, Young People and their parents, where recorded and available.</i>	Data not available.
Pregnancy & Maternity	<i>Source: MOSAIC case record data, used to inform scoping exercise for Parents.</i>	Data not collected
Marriage and Civil Partnership	<i>Source: MOSAIC case record data, used to inform scoping exercise for Parents.</i>	SAP

Outline the key findings of your data analysis. Which groups are disproportionately affected by the proposal? How does this compare with the impact on wider service users and/or the borough's demographic profile? Have any inequalities been identified?

Explain how you will overcome this within the proposal.

Further information on how to do data analysis can be found in the guidance.

There will not be any groups disproportionately affected by the proposal.

Service will be provided based on level of need.

The service will be staffed by staff from a diverse background.

Sex

As described above, the project scope and method focuses on supporting women who have had at least two children.

Haringey Council commissioned a Pause scoping exercise to understand the number of women that would be eligible to receive support. The scoping exercise was completed in

February 2019; the data will be updated before Pause Haringey goes live later this year.

The scoping exercise identified a cohort of 58 women in Haringey who have had 174 children removed from their care. 43% of the women have had two children removed; 52% have had between three and five children removed; three women have had six children removed. The average number of children removed per woman is 3.0.

Pause Haringey will work with up to 24 of these 58 women – a process of prioritisation takes place so that those women with the most complex needs and most risk of repeat removals of children from their care are identified. Pause Practitioners will use a skilful and sensitive model of assertive outreach to locate and build a relationship with the women, in order to help them make an informed choice about accessing the service.

Further details about this cohort of 58 women are included below, with relevance to groups with protected characteristics

Gender Reassignment

Reliable data has not been found so far but will be added and this Equality Impact Assessment amended if found at a later date.

Age

The ages of the women (as at February 2019) ranged from 22 to 43 years. The mean average age is 33 and the median average age is 32. Grouping the women into age ranges shows that over half the women are aged between 26 and 35, with another large percentage (31%) of the women aged between 36 and 40. The age of the women when they gave birth to their first child ranged from 15 to 36. The average age at first birth was 22.

Race and Ethnicity

Haringey is a highly diverse borough, within which 186 languages are spoken. People of White and White Other ethnic background are the largest group overall (66.9%), Black (14.4%), Mixed/Other (11.9%) and Asian (6.8%). However, there is significant variation by ward, with the East of the Brough having higher levels of ethnic diversity and in addition material deprivation (Borough Plan EQIA 2019).

The ethnicities of the 58 women breaks down as:

- Black African – 48%
- White British – 27%
- Mixed White and Black – 6%
- White Polish – 6%
- White Irish – 4%
- Asian British – 2%
- White Bulgarian – 2%
- White Lithuanian – 2%
- White Turkish Cypriot – 2%

Presenting issues

The women have many complex and often inter-linking needs:

- 67% have experienced domestic abuse
- 55% have issues with drug misuse
- 47% have mental health needs (not necessarily diagnosed)
- 24% have a criminal justice history
- 28% have issues with alcohol misuse
- 17% have a learning difficulty
- 14% have a history of social care involvement as a child (not LAC)
- 10% were Looked After Children

7% are involved in sex work.

Disability

Limited information has been found so far but it is noted:

- 47% have mental health needs (not necessarily diagnosed)
- 17% have a learning difficulty.

Religion or Belief

No comprehensive information has been found so far but will continue to be monitored and added to this Equality Impact Assessment if found.

Sexual Orientation

No comprehensive information has been found so far but will continue to be monitored and added to this Equality Impact Assessment if found.

Pregnancy and Maternity

Our analysis indicates that the average annual birth rate for the cohort of women is 0.24 per year. Therefore, we can estimate that, without any targeted intervention, 24 women (the maximum number of women a Pause Practice works with) could go on to have six children in any future year. The women aged 30 and under have a higher birth rate of 0.28 per year. Therefore, without any targeted intervention, 24 women in this age group could go on to have seven children in any future year.

Marriage and Civil Partnerships

Limited comprehensive information has been found so far but should be more easily identifiable as 1:2:1 work with potential Service Users commences. Data will continue to be collected and monitored and this Equality Impact Assessment amended should new information arise.

4. a) How will consultation and/or engagement inform your assessment of the impact of the proposal on protected groups of residents, service users and/or staff?

Please outline which groups you may target and how you will have targeted them

Further information on consultation is contained within accompanying EqIA guidance

The target groups will be, vulnerable known to Service, also referrals from stakeholders. The target group is typically hard to reach, therefore they are unlikely to respond to any form of consultation. However, once Pause Haringey is engaging with women, the women co-design their programme and are consulted with throughout. There are currently 24 Pause Practices across the UK – Pause (national) is committed to learning from these Practices and their service users (Pause Participants), and sharing this across the Pause network – Pause Haringey will benefit from this learning. Pause (national) has a ‘getting involved’ programme which enables Pause Participants to influence and shape what the charity does, ensuring their voices are at the heart of decision making – this learning ensures service delivery is continually improved, based on women’s voices.

4. b) Outline the key findings of your consultation / engagement activities once completed, particularly in terms of how this relates to groups that share the protected characteristics

Explain how will the consultation’s findings will shape and inform your proposal and the decision-making process, and any modifications made?

Key consultation and engagement will be with the target group of women being supported, with progress and monitoring by the Council of outcomes achieved.

PAUSE can really make a difference to the lives of vulnerable women.

For example, quotes from vulnerable women who have been supported by other Pause Practices in the country (quotes are anonymous to protect women’s identities):

“When I first started working with Pause I was unemployed, close to being homeless and very anxious. I had no confidence and I struggled to have motivation to attend appointments. Pause has built me up to the point of being confident, self-reliant. I am no longer anxious, I have full time employment, a new property with a stable tenancy, I work with services with ease, I attend appointments, completed a course and gained a diploma. I am currently working towards an honours degree and I am using my voice and now able to make confident, decisive and constructive decisions. Pause has completely changed me and given me drive and focus.”

“I’ve been in care since the age of 13, so I’ve been through many different organisations. With Pause, they actually took the time to get to know me as a person. And, knowing what I need help on, my Practitioner actually travels with me and she sees what actually benefits me. It has helped me a lot. I wouldn’t be doing a second year of college if it weren’t for Pause. I’d barely do the first year. I wouldn’t be doing exercise. I wouldn’t be wanting to better myself, actually. It’s helped a lot. It really has.”

“Pause has really helped me. It’s a good organisation for women who do need help. If it wasn’t for working with Pause I probably would have ended up just getting pregnant again, but they’ve helped me see things in a clearer way and we have a laugh together too. It’s been good to make friends and meet other women on the Pause programme. They’ve helped me a lot with my relationship and they speak sense even when I don’t listen!”

5. What is the likely impact of the proposal on groups of service users and/or staff that share the protected characteristics?

Please explain the likely differential impact on each of the 9 equality strands, whether positive or negative. Where it is anticipated there will be no impact from the proposal, please outline the evidence that supports this conclusion.

Further information on assessing impact on different groups is contained within accompanying EqlA guidance

1. Sex *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

Pause Haringey will work with women and others in her system (e.g. partners, other agencies). Women will experience a range of positive outcomes as the purpose of the programme is to help them tackle destructive behaviours and take control over their lives

Positive	X	Negative		Neutral impact		Unknown Impact	
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2. Gender reassignment *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

We do not think there will be specific impacts for this group. The programme may not be suitable for many people undergoing gender reassignment as it is for women who are at risk of having recurrent pregnancies and removal of children from their care. However, we will ensure that this group will not be subjected to discrimination, harassment and victimisation due to their protected characteristic.

Positive		Negative		Neutral impact	X	Unknown Impact	
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3. Age *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

Ages of the eligible women ranged from 22 to 43 years – Pause Haringey will undertake a prioritisation exercise to identify which of these women have the most complex needs and are at highest risk of further repeat removals of children from their care. It is likely that women towards the higher end of the age range will be at lower risk of giving birth to more children, so Pause Haringey may end up working with younger women, however each case will be assessed individually.

Positive	X	Negative		Neutral impact		Unknown Impact	
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4. Disability *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

We do not think there will be specific impacts for this group – Pause works with women regardless of whether they have a disability. We will ensure that this group will not be subjected to discrimination, harassment and victimisation due to their protected characteristic.

Positive		Negative		Neutral impact	X	Unknown Impact	
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5. Race and ethnicity *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

The ethnic background of the women identified to work with is highlight diverse, with 48% from a Black African background. It is therefore likely that this group will experience a positive impact disproportionately.

However, Pause will work with women regardless of race or ethnicity. We will ensure that this group will not be subjected to discrimination, harassment and victimisation due to their protected characteristic.

With regard to Haringey’s linguistic diversity, this will be monitored during initial contacts and where need arises to best endeavours interpretation support will be sought.

Positive	X	Negative		Neutral impact		Unknown Impact	
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6. Sexual orientation *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

We do not think there will be specific impacts for this group – Pause works with women regardless of sexual orientation. We will ensure that this group will not be subjected to discrimination, harassment and victimisation due to their protected characteristic.

Positive		Negative		Neutral impact	X	Unknown Impact	
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7. Religion or belief (or no belief) *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

We do not think there will be specific impacts for this group – Pause works with women

regardless of sexual orientation. We will ensure that this group will not be subjected to discrimination, harassment and victimisation due to their protected characteristic. If a woman is unable to use contraception (one of the requirements of the programme) due to religious beliefs, the woman and her Practitioner will work alongside sexual health professionals to see if a suitable alternative can be found to enable her to have a break from pregnancy and fully engage in the Pause programme.

Positive		Negative		Neutral impact	X	Unknown Impact	
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8. Pregnancy and maternity *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

Pause works with women when they are not pregnant and do not have children in their care – by asking women to voluntarily take this time to focus on themselves, an opportunity is created for them to tackle destructive patterns, develop new skills and avoid further trauma. This sets in place strong foundations on which to build more positive futures for themselves. The purpose of Pause is to prevent the damaging consequences (for both women and children) of recurrent pregnancies and repeated removal of children from women’s care. By taking a pause in pregnancy, women are able to break this destructive cycle.

The following section explains how this works in further detail, as evidence to assure the impact will be positive.

Pause works with women for up to 16 weeks, giving them time to understand if Pause is the right programme for them at this time. Pause works with women to enable them to exercise their right to choose. We help them understand their reproductive choices, their options as well as where and how to get support. This includes making an informed choice about whether she wants to take a break from the cycle of pregnancy and removal (of children) that has caused such deep trauma to date

Positive	X	Negative		Neutral impact		Unknown Impact	
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9. Marriage and Civil Partnership *(Consideration is only needed to ensure there is no discrimination between people in a marriage and people in a civil partnership)*

We do not think there will be specific impacts for this group

Positive		Negative		Neutral impact	X	Unknown Impact	
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10. Groups that cross two or more equality strands e.g. young black women

As mentioned under the Race and Ethnicity section above, Black women will be disproportionately impacted positively.

Outline the overall impact of the policy for the Public Sector Equality Duty:

- Could the proposal result in any direct/indirect discrimination for any group that shares the relevant protected characteristics?
- Will the proposal help to advance equality of opportunity between groups who share a relevant protected characteristic and those who do not?

This includes:

- a) Remove or minimise disadvantage suffered by persons protected under the Equality Act
 - b) Take steps to meet the needs of persons protected under the Equality Act that are different from the needs of other groups
 - c) Encourage persons protected under the Equality Act to participate in public life or in any other activity in which participation by such persons is disproportionately low
- Will the proposal help to foster good relations between groups who share a relevant protected characteristic and those who do not?

The proposal will not result in any direct/indirect discrimination for any group that shares the relevant protected characteristics.

A small and specific number of women (58) are eligible to take part in Pause Haringey and the Practice will only work with 24 women in the initial cohort. A process of prioritisation will be undertaken to identify the women with most need – this prioritisation is based mainly on birthing histories and presenting issues, the majority of the protected categories are not taken into consideration when prioritising the women (apart from age, but this is linked to birthing histories and remaining length of child bearing years). Therefore, we do not think that the programme will result in any direct/indirect discrimination for any group.

One of the core things that Pause Practitioners support women to do is break barriers for them accessing services, education, employment (depending on the women’s self-identified goals). The women will all be vulnerable, experiencing a range of issues (e.g. mental health, domestic abuse, substance misuse, etc) that prevent them from fully engaging in society – Pause helps to overcome these issues so that women can engage fully and ensure they have equal opportunities, regardless of their protected characteristics.

Pause Haringey will bring the Pause Participants together to engage in group work, therefore the programme will help foster good relationships between this group of 24 women, who will have a range of characteristics (both protected and not).

6. a) What changes if any do you plan to make to your proposal as a result of the Equality Impact Assessment?

Further information on responding to identified impacts is contained within accompanying EqIA guidance

Outcome	Y/N
No major change to the proposal: the EqIA demonstrates the proposal is	

robust and there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken. <u>If you have found any inequalities or negative impacts that you are unable to mitigate, please provide a compelling reason below why you are unable to mitigate them.</u>	
Adjust the proposal: the EqIA identifies potential problems or missed opportunities. Adjust the proposal to remove barriers or better promote equality. Clearly <u>set out below</u> the key adjustments you plan to make to the policy. If there are any <u>adverse impacts</u> you cannot mitigate, please provide a compelling reason below	
Stop and remove the proposal: the proposal shows actual or potential avoidable adverse impacts on different protected characteristics. The decision maker must not make this decision.	

6 b) Summarise the specific actions you plan to take to remove or mitigate any actual or potential negative impact and to further the aims of the Equality Duty

Impact and which relevant protected characteristics are impacted?	Action	Lead officer	Timescale
No negative impact on any groups are identified.			

Please outline any areas you have identified where negative impacts will happen as a result of the proposal but it is not possible to mitigate them. Please provide a complete and honest justification on why it is not possible to mitigate them.

As detailed by the methodology and data provided, no negative impact is anticipated. However, it will be monitored to quarterly to continue to analyse the characteristics of both staff and service users.

6 c) Summarise the measures you intend to put in place to monitor the equalities impact of the proposal as it is implemented:

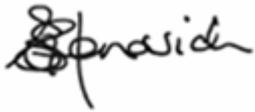
Quarterly performance report will continue to analyse the characteristics of both

staff and service users.

7. Authorisation

EqlA approved by: Bev Hendricks (Assistant Director)

Date: 06.09.2019



8. Publication

Please ensure the completed EqlA is published in accordance with the Council's policy.

Please contact the Policy & Strategy Team for any feedback on the EqlA process.