# Best Start Children's Centres Equality Analysis July 2021

### 2. Proposed change

Directorate	Children, Families and Education
Title of proposed change	Redesign of Best Start Children's Centres
Name of Officer carrying out Equality Analysis	Sharon Hemley and Debby MacCormack

### 2.1 Purpose of proposed change

The Croydon Renewal plan sets out to align services to the Council's new priorities and ways of working in which we will:

- Live within our means, balance the books and provide value for money for our residents
- · Focus on tackling ingrained inequality and poverty in the borough
- Follow the evidence to tackle the underlying causes of inequality and hardship, like structural racism, environmental injustice and economic injustice
- Focus on providing the best quality core service we can afford.

The proposed change and redesign of Children's Centres will bring essential spend on early childhood services in line with new reduced budget of £1,162m.

Best Start Children's Centres play a pivotal role in both the delivery of Child Development and School Readiness Services as part of a wider Best Start programme. Children's Centres work in partnership with other services to enable families to access services to support their child's development and ensure parents and carers have access to support they need, for example, antenatal care, child health services, parenting skills and employability support services. Children's centre services are delivered through one of nine designated centres.

Croydon Best Start is a partnership approach to delivering services for expectant mothers and children under five. Maternity and health visiting services; children's centres, early years, parenting, and the voluntary and community sector work together to provide services for very young families identify any emerging issues and ensure support is in place through introduction to services. It is a holistic approach to early intervention and prevention to ensure babies, children, mothers, fathers and other carers receive the support they need as early in a child's life or as concerns emerge.

### Proposed model

The proposed change would see a new 3 hub and 6 spoke Children's Centre model, 1 hub and 2 spokes in North, Central and South localities. The proposed model would ceasing funded services at Purley Oaks Children's Centre and Shirley Children's Centre closing.

Consultation on the proposed model was undertaken with residents during May and June 2021. 1365 responses were received

### Themes arising from the consultation responses:

- Concern regarding early intervention being lost for families.

  Respondents have identified children's centres as a lifeline, particularly the support and activities available for new parents, providing non-judgmental and friendly support and advice which includes family support/ parenting, advice and signposting to services including domestic violence services.
- Less access to health support and advice has been highlighted as a concern.

  Respondents identified that this service is important to keep within centres or very local to families. Some respondents however have found it difficult to access health services.
- Users of Purley Oaks and Shirley children's centres feel strongly that funding should be found elsewhere.
- Concern for children and families who would not be able to get to hub or spoke centres:
  - Ability to get to centre further away if suffering from poor health
  - Families won't go to centres
  - The cost of travel
  - The length of time it would take to travel to a centre further away
  - Travelling with a very young baby and/ or toddler either walking or by one or more buses
  - Proposals mean a car journey would be needed
  - School or nursery drop off and pick up limits time to travel and attend session
  - Concern for more vulnerable families and whether they would be able to use centres in the future if they are not in their locality
- Respondents value staff teams and the quality of the services which are identified as high quality and inclusive. Young parents have identified the staff and centre as the most import factor in enabling them to attend the young parents group.
- Respondents have identified that currently activities at centres have to be booked, due to the social distancing measures in place at centres. A further reduction in provision may mean that services are oversubscribed and those most in need of them will not be able to access them

### **Population**

Croydon is a diverse borough with 51.7% of residents from Black, Asian and Minority Ethnic backgrounds (Corporate Plan 2018 – 2022) with over 100 languages spoken. 82.6% of residents have English as their main language.

There are 27974 children under 5 living in Croydon. Mid-year population estimates and Income Deprivation Affection Children Index (IDACI) are used to target services where there is most need. The table below gives a breakdown of the number of children living in the children's centre the most deprived areas of the borough, ranging from 5% most deprived (A, lower limit) to more than 30% (E, upper limit).

Mid 2018 Under 5 population by children's centre reach area and 2019 IDACI band

	A	8	С	D	E	Total
Aerodrome	0	132	385	839	1442	2798
Byron	0	0	213	0	3112	3325
Crosfield	0	405	747	680	2857	4689
Kensington Avenue	164	110	886	1144	4566	6870
New Addington	0	877	791	0	69	1737
Purley Oaks	0	0	.0	0	2939	2939
Selhurst	0	131	1125	947	1657	3860
Shirley	0	193	113	0	247	553
Woodlands	0	112	0	241	850	1203
Total	164	1960	4260	3851	17739	27974
% children	1%	7%	15%	14%	63%	100%

### **Service Priorities**

In addition to mid-year population estimates and levels of deprivation, services are targeted to those with additional vulnerabilities. For example, children known to Intensive Early Help or Children's Social Care, children with speech and language difficulties and SEND. In addition, young parents, parental mental health, families affected by domestic abuse, poverty and homelessness.

### Registration for services

Best Start is a consent based services where families are encouraged to register to enable service planning; response and improvements. Families are not required to register in order to receive services and reserve the right to refuse. Best Start utilises a partnership approach to encouraging families to register from the first point of accessing Best Start, be that during a maternity booking appointment or a family new to the borough. Early Help and Children's Social Care practitioners are encouraged to introduce families to Best Start and Children's Centre services.

The Council has a clear commitment to improving the lives of all its residents and has clear objectives in the Croydon Renewal Plan to tackle ingrained inequalities and poverty in the borough; follow evidence to tackle the underlying causes of inequality and hardship and provide core services that keep the most vulnerable residents safe and healthy.

# 3. Impact of the proposed change

### **Table 1 – Positive/Negative impact**

### Context

This Equalities Analysis considers all residents in scope to accessing Best Start and Children's Centre services and includes a summary of demographics from respondents who completed the consultation survey referred to above. 1365 people completed the survey.

### Summary of demographics

Of the 1365 people who completed the survey the table below gives a breakdown, including those with protected characteristics:

**Respondents by Gender** 

Gender	Responses	%age
No information	641	47.0%
Any other gender	2	0.1%
Female (including male-to-female transgender women)	632	46.3%
Male (including female-to-male transgender men)	46	3.4%
Non-binary (for example, androgenous people)	3	0.2%
Prefer not to say	41	3.0%
Grand Total	1365	100.0%

Respondents by Age

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Age	Responses	%age
Under 18	1	0.1%
18-30	81	5.9%
31-40	469	34.4%
41-50	115	8.4%

51-60	28	2.1%
61-70	11	0.8%
71+	7	0.5%
Prefer not to say	30	2.2%
No information	623	45.6%
Grand Total	1365	100.0%

Respondents were asked; are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months?

Disability	Responses	%age
No information	601	44.0%
No	636	46.6%
Prefer not to say	43	3.2%
Yes, limited a little	55	4.0%
Yes, limited a lot	30	2.2%
Grand Total	1365	100.0%

Respondents were asked how they describe their sexuality

Sexuality	Responses	%age
No information	640	46.9%
Bi-Sexual	22	1.6%
Gay/Lesbian	5	0.4%
Heterosexual/Straight	644	47.2%
Prefer not to say	54	4.0%
Grand Total	1365	100.0%

Respondents by Ethnicity

Respondents by Ethnicity		
Ethnicity	Responses	%age
White	534	39.1%
Any other White background	64	4.7%
White English / Welsh / Scottish / Northern Irish / British	450	33.0%
White Irish	20	1.5%
Black	46	3.4%
Any other Black background	6	0.4%
Black African	20	1.5%

Black Caribbean	20	1.5%
Asian	52	3.8%
Any other Asian background	17	1.2%
Bangladeshi	6	0.4%
Indian	23	1.7%
Pakistani	6	0.4%
Mixed	56	4.1%
Any other Mixed / multiple ethnic background	17	1.2%
White and Asian	11	0.8%
White and Black African	3	0.2%
White and Black Caribbean	25	1.8%
Other	11	0.8%
Arab	1	0.1%
Chinese	6	0.4%
Other	4	0.3%
No Information	666	48.8%
<null></null>	618	45.3%
Prefer not to say	48	3.5%
Grand Total	1365	100.0%

### Impact of Library proposals

It should be noted that Best Start services work closely with community providers and resources, the impact of library closures alongside a decrease in Children's Centre services will impact young families' ability to attend activities in their community and using resources at no cost.

The Covid-19 Lockdown from 23<sup>rd</sup> March and which began to ease from 23<sup>rd</sup> June 2020 had a significant impact on delivering children's centre services to families. During this time vulnerable children and families were identified and offered weekly contact to provide essential family support. As restrictions eased, children's centres were able to offer more services in line with government guidelines, culminating to a current blended offer of online virtual sessions, bookable one to one use of play rooms and gardens and small bookable groups, i.e. baby massage and Chatterbox groups. Delivery is regularly reviewed in line with guidance, centres are flexing the offer dependent on the restrictions in place. The ability to reopen with Covid-19 secure measures in place has been welcomed by parents, enabling respite, parent and family support and much needed social interaction.

Recent research has shown the impact of the coronavirus pandemic on children's social and emotional development; babies born during Lockdown, toddlers ready to start exploring their environment and 2 year olds due to start nursery. The ongoing restrictions are placing

considerable strain on young families. The stay at home guidance requires whole families to remain at home managing home schooling, there are additional costs to ensure children have meals and connectivity to enable home schooling, whilst there is support for this, many families still do not have adequate resources. In these circumstances babies and young children may be missing out on much needed attention, in order to develop, babies need social interaction. The effects of the pandemic on young children can be described as the invisible cost. There has been an increase in parental isolation, parental conflict, we know witnessing conflict and abuse impacts healthy child development. <a href="https://www.wavetrust.org/what-are-adverse-childhood-experiences">https://www.wavetrust.org/what-are-adverse-childhood-experiences</a>

Children of low income families are disproportionately affected by the restrictions, further widening the attainment gap.

Social isolation and lack of access to services including children's centres and health visiting services and GPs mean that babies and young children are not being seen routinely, identified in the Babies in Lockdown report <a href="https://parentinfantfoundation.org.uk/our-work/campaigning/babies-in-lockdown/#fullreport">https://parentinfantfoundation.org.uk/our-work/campaigning/babies-in-lockdown/#fullreport</a>

As a consequence, whilst the savings reduction will impact resources and service delivery, the full impact is mitigated by the on-going restrictions due to the pandemic and the emerging blended approach to service provision. Given the evidence the focus should be to target resources to those most in need and those with protected characteristics, particularly those groups found to be disproportionately impacted by Covid-19.

Protected characteristic group(s)	Positive impact	Negative impact	Source of evidence
Age	Recommissioning and refocusing services will attract new families, and interest from professionals, which could enable an uptake from more vulnerable families, increasing engagement leading to more positive outcomes due to support and early intervention in the local community.  Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.  Families with children pre-birth to 5 can use children's centres. Service design will necessarily	The nature of services will be to focus resource to support vulnerable families, there is a risk that universal services will not be so available in the local area  Less families may be inclined to take up provision due to distance, change in staff, and change in service.  Change in service may lead to referring professionals not having correct information, leading to families not being referred. Children may therefore miss activities at key stages that support development	eStart record management system

	be focused to ensure that children and families that are vulnerable and there will be a partnership approach to identifying and enabling support including referral by	Services may be too far away from home for families to be able to access.	
	targeted services.  The Partnership will be supported to work together to establish social and community networkers including peer led groups, utilizing children's centre resources and buildings, thus providing support that can flex to meet the needs of families in the local community.		
	Partnership and targeted services can be delivered from children's centre venues, supporting vulnerable families to access children's centre services where they would be beneficial		
Disability	Data collected from the consultation responses will inform commissioning and contribute to continuous service improvement.  Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.	Access to centres may be difficult if centre access points are reduced  Reduction in staffing could impact on the learning experiences of families where additional interaction and support isn't available	eStart record management system

	We have limited understanding at present due to the generic data captured on the Best Start registration form.  By refocusing services and proactively engaging with more vulnerable families, services will reach families living with disability.	Over reliance on digital delivery leading to isolation  Services may be too far away from home for families to be able to access.	
	By working with partner providers and the community and voluntary sector, services delivered within centres and through outreach will be informed by families who are living with disability. The development of online delivery will supplement face to face delivery, including offering family support and parenting digitally.		
Gender	Data collected from the consultation responses will inform commissioning and contribute to continuous service improvement.  Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.  Service changes will affect both genders and all who are carers of children under 5.	Access to antenatal and services for pregnant women may be less accessible if children's centre access points are not available  Emerging needs of new parents may not be identified early and supported potentially leading to more intensive or specialist interventions	eStart record management system  Information is not routinely recorded to identify single parents although where they are receiving additional support this will be known to services. This will be considered within the consultation on the new model for delivery

Gender Reassignment This data is not collected for families accessing services as we did want to put families off from registering their details and putting them off from accessing services.	Data collected from the consultation responses will inform commissioning and contribute to continuous service improvement.  Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.		
Marriage or Civil Partnership This data is not collected for families accessing services as it was felt not relevant in the provision of services were every adult attending is viewed as a Carer.  Religion or belief	Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.  Data collected from the	Families may consider	eStart record management system
	consultation responses will inform commissioning and contribute to continuous service improvement.  Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.	attendance at outreach sessions may not be appropriate due location, e.g. church halls. Planning of locations must take into account the local community.	
Race	Data collected from the consultation responses will inform commissioning and contribute to continuous service improvement.	Reduction in centre staff, or different staff may mean the centre does not reflect the cultural make-up of the local area.	eStart record management system

Sexual Orientation This data is not routinely collected for families accessing services as we did want to put families off from registering their details and putting them off from accessing services.	Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.  Centre and outreach delivery should reflect the ethic and cultural make-up of the local population. There are opportunities to support community groups to lead or support sessions.  Children's centres have a key role supporting all families with children under 5 to ensure they have access to services and support.  Data collected from the consultation responses will inform commissioning and contribute to continuous service improvement.  Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.		
Pregnancy or Maternity	Providers have a statutory duty to have policies in place which meet the requirements of the Equalities' Act for staff and the children and families they serve.	Access to antenatal and services for pregnant women will be less accessible if children's centre access points are not available	Commissioning intentions Directly delivered parenting support  Ensure strategic decisions are holistic and consider the key partnership who contribute to the Children's Centre Core

Services will support vulnerable families, especially times of transition.  Services that support women in pregnancy and new parents will be prioritised e.g. Parent Infant Partnership, Mellow Bumps and Mellow Parents, Baby Massage, delivered through internal and commissioned teams alongside Children's centre practitioners	Children's Centre support services provide health and family support for pregnant and new mothers, a reduction of access points will directly affect services near to their home  Maternity services will be compromised in their ability to deliver Better Birth outcomes  Opportunities to introduce families and register for services may be missed	Consideration regarding availability of premises with partners to enable an economic solution to maintaining community delivery
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**Important note:** You must act to eliminate any potential negative impact which, if it occurred would breach the Equality Act 2010. In some situations this could mean abandoning your proposed change as you may not be able to take action to mitigate all negative impacts.

When you act to reduce any negative impact or maximise any positive impact, you must ensure that this does not create a negative impact on service users and/or staff belonging to groups that share protected characteristics. Please use table 4 to record actions that will be taken to remove or minimise any potential negative impact

### 3.2 Additional information needed to determine impact of proposed change

Table 2 – Additional information needed to determine impact of proposed change

If you need to undertake further research and data gathering to help determine the likely impact of the proposed change, outline the information needed in this table. Please use the table below to describe any consultation with stakeholders and summarise how it has influenced the proposed change. Please attach evidence or provide link to appropriate data or reports:

Additional information needed and or Consultation Findings	Information source	Date for completion
Consideration regarding availability of premises with partners to enable an	Maternity Services / host schools / Croydon	31.8.21
economic solution to maintaining community delivery	Estates Team through Children's centre	
	consultation	
Consultation to be undertaken to seek the views of centre users in relation to the	Consultation – Get involved platform	31.8.21
proposed model of delivery		
Review of responses to ensure they are proportionate and represent the views of	Analysis of responses at mid-point of	31.8.21
users that are most affected by the proposed changes	consultation	

<ul> <li>Families with young children 0-5, including mothers, fathers and carers</li> <li>Pregnant women and new mothers and fathers</li> </ul>	Consider responses against the demographic/ population in the locality Consider responses in relation to centre users	
Set up consultation events, drop ins for underrepresented groups in the responses so far.		Midway point of consultation

For guidance and support with consultation and engagement visit <a href="https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation">https://intranet.croydon.gov.uk/working-croydon/communications/consultation-and-engagement/starting-engagement-or-consultation</a>

### 3.3 Impact scores

### Example

If we are going to reduce parking provision in a particular location, officers will need to assess the equality impact as follows;

- 1. Determine the Likelihood of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the likelihood of impact score is 2 (likely to impact)
- 2. Determine the Severity of impact. You can do this by using the key in table 5 as a guide, for the purpose of this example, the Severity of impact score is also 2 (likely to impact)
- 3. Calculate the equality impact score using table 4 below and the formula **Likelihood x Severity** and record it in table 5, for the purpose of this example **Likelihood** (2) x **Severity** (2) = 4

Table 4 - Equality Impact Score

ver	3	3	6	9
Sevity	2	2	4	6

Lik	elihood	of Impa	act
	1	2	3
1	1	2	3



Risk Index	Risk Magnitude
6 – 9	High
3 – 5	Medium
1 – 3	Low



# **Equality Analysis**



Table 3 - Impact scores

Table 3 – Impact scores			
Column 1	Column 2	Column 3	Column 4
PROTECTED GROUP	LIKELIHOOD OF IMPACT SCORE	SEVERITY OF IMPACT SCORE	EQUALITY IMPACT SCORE
	Use the key below to <b>score</b> the	Use the key below to <b>score</b> the	Calculate the <b>equality impact score</b>
	likelihood of the proposed change	severity of impact of the proposed	for each protected group by multiplying
	impacting each of the protected groups,	change on each of the protected	scores in column 2 by scores in column
	by inserting either 1, 2, or 3 against	groups, by inserting either 1, 2, or 3	3. Enter the results below against each
	each protected group.	against each protected group.	protected group.
	1 = Unlikely to impact	1 = Unlikely to impact	Equality impact score = likelihood of
	2 = Likely to impact	2 = Likely to impact	impact score x severity of impact
	3 = Certain to impact	3 = Certain to impact	score.
Age	3	2	6
Disability	3	2	6
Gender	3	1	3
Gender reassignment	1	1	1
Marriage / Civil Partnership	1	1	1
Race	1	1	1
Religion or belief	1	1	1
Sexual Orientation	1	1	1
Pregnancy or Maternity	3	2	6

# **Equality Analysis**



4.	Statutory duties	
4.1	Public Sector Duties	
	the relevant box(es) to indicate whether the proposed change will adversely impact the Councility Act 2010 set out below.	cil's ability to meet any of the Public Sector Duties in the
Adva	ncing equality of opportunity between people who belong to protected groups	
Elimi	nating unlawful discrimination, harassment and victimisation	
Foste	ering good relations between people who belong to protected characteristic groups	
	<b>ortant note:</b> If the proposed change adversely impacts the Council's ability to meet any of the utlined in the Action Plan in section 5 below.	Public Sector Duties set out above, mitigating actions must

## 5. Action Plan to mitigate negative impacts of proposed change

Important note: Describe what alternatives have been considered and/or what actions will be taken to remove or minimise any potential negative impact identified in Table 1. Attach evidence or provide link to appropriate data, reports, etc:

Table 4 – Action Plan to mitigate negative impacts

Complete this table to show any negative impacts identified for service users and/or staff from protected groups, and planned actions mitigate them.					
Protected characteristic	Negative impact	Mitigating action(s)	Action owner	Date for completion	
Disability	Access to centres may be difficult if centre access points are reduced  Reduction in staffing could impact on the learning experiences of	Needs analysis and engagement with parents/ carers and stakeholders to ensure that universal and targeted services including outreach are accessible, includes buildings and distance	Debby.MacCormack	31/08/21	





	families where additional interaction and support isn't available  Over reliance on digital delivery	Partnership working with early years services and partners to support specific delivery		
	leading to isolation			
		Practice standards for children's centre routinely identify and support families with additional needs, including disability, families offered enhanced support where their child or parent care has additional needs		
Race	Reduction in centre staff, or different staff may mean the centre does not reflect the cultural make-up of the local area.	Safer recruitment processes and policy followed. Staff learning and development in place to support culturally appropriate and inclusive practice. Development of partnership with local community groups to ensure families have a cultural network which can flourish within centres and the wider community	To be monitored through Service Lead and contract management processes  Debby MacCormack/ Sharon Hemley	31/08/21
Sex (gender)	n/a			
Gender reassignment	n/a			
Sexual orientation	n/a			
Age	The nature of services will be to focus resource to support vulnerable families, there is a risk that universal	Keep abreast of community and locality resources available through	Debby MacCormack	31/08/21





	services will not be so available in the local area  Less families may be inclined to take up provision due to distance, change in staff, and change in service.	partners to refer and signpost families to. Identify opportunities to enhance children's centre services through community providers in the short term		
	Change in service may lead to referring professionals not having correct information, leading to families not being referred. Children may therefore miss activities at key stages that support development  Services may be too far away from home for families to be able to access.	Young children need to be brought to services by their parent/ carer.  Development of outreach, engaging with partners and services that support young families will be developed to enable families to engage. The intention is to take services to families in local communities as much as possible and in response to need	Debby. MacCormack	
Religion or belief		Safe recruitment processes and policy followed. Staff learning and development in place to support culturally appropriate and inclusive practice. Development of partnership with local community and faith groups to ensure families have a cultural network which can flourish within centres and the wider community	Sharon Hemley/ Debby MacCormack	31/08/21





Pregnancy or maternity	Access to antenatal and services for pregnant women will be less accessible if children's centre access points are not available	Risk identified with the strategic partnership to identify how families can be supported in the community, through continued use of buildings that have health rooms.	Debby MacCormack (Service) / Sharon Hemley (commissioning)	31/08/2021
	Children's Centre support services provide health and family support for pregnant and new mothers, a reduction of access points will directly affect services near to their home  Maternity services will be compromised in their ability to deliver Better Birth outcomes  Opportunities to introduce families and register for services may be	Working closely with midwifery services to enable referrals to children's centre services – develop a programme of support on a locality basis that flexes to the needs of new parents		
	missed			
Marriage/civil partnership				

# 6. Decision on the proposed change

Based on the information outlined in this Equality Analysis enter <b>X</b> in column 3 ( <b>Conclusion</b> ) alongside the relevant statement to show your conclusion.		
Decision	Definition	Conclusion -
		Mark 'X'
		below





No major change	Our analysis demonstrates that the policy is robust. The evidence shows no potential for discrimination and we have taken all opportunities to advance equality and foster good relations, subject to continuing monitoring and review. If you reach this conclusion, state your reasons and briefly outline the evidence used to support your decision.		
Adjust the proposed change	We will take steps to lessen the impact of the proposed change should it adversely impact the Council's ability to meet any of the Public Sector Duties set out under section 4 above, remove barriers or better promote equality. We are going to take action to ensure these opportunities are realised. If you reach this conclusion, you must outline the actions you will take in Action Plan in section 5 of the Equality Analysis form		
Continue the proposed change	We will adopt or continue with the change, despite potential for adverse impact or opportunities to lessen the impact of discrimination, harassment or victimisation and better advance equality and foster good relations between groups through the change. However, we are not planning to implement them as we are satisfied that our project will not lead to unlawful discrimination and there are justifiable reasons to continue as planned. If you reach this conclusion, you should clearly set out the justifications for doing this and it must be in line with the duty to have due regard and how you reached this decision.		
Stop or amend the proposed change			
	Will this decision be considered at a scheduled meeting? e.g. Contracts and Commissioning Board (CCB) / Cabinet  Meeting title:  Date:		

# 7. Sign-Off

Officers that must approve this decision		
Equalities Lead	Name:	Date:





	Position: Equalities Manager	
Director	Name:	Date:
	Position:	