

Initial Equality Impact Assessment (Service delivery)

Department	DESS
Service	Children's Services
People involved	Clare O'Connor, Paul Martland, Bibi Dzieglewska, Phil O'Neill

1. What decision is being put before Members?

1. The Executive are recommended to: -

- i. Agree to the merger of Balham Nursery School Children's Centre (Nightingale) with Faylands Children's centre (Furzedown), with the combined centre managed by Balham Nursery School.
- ii. Agree to the de-designation of the Triangle Centre (Balham) as a Children's Centre and to re-establish the centre as a much needed venue for universal stay and play provision whilst ensuring access to support services for those children and families that require them.
- iii. Agree to the de-designation of Garratt Park (Earlsfield) as a Children's Centre and to re-establish the centre as a venue for universal stay and play provision whilst ensuring access to support services for those children and families that require them.
- iv. Investigate and bring back to the November committee cycle a report on charging arrangements for stay and play along with details of concession that will ensure access to the service by target groups.

- v. Agree negative General Fund revenue budget variations of £50,000 in 2016/17, and £100,000 in 2017/18 and a full year.

2. **What is the rationale behind the decision:** Levels of deprivation in the Balham Children's Centre and Nursery School (BCCNS) reach area have declined substantially and do not support the need for a stand-alone Children's Centre. However the area currently serviced by BCCNS includes the Nightingale Square Homeless Families, a very vulnerable but transient group of families which will need support. Bringing Faylands together with BCCNS will bring the clear strengths of the Nursery School to the Faylands offer and will maintain services for Nightingale Square families.

Garratt Park: Originally developed from One O'clock Centres, as signposting services, the current inspection framework (2013) no longer differentiates between full service and signposting centres. This means that Garratt Park would find it difficult to meet the definition of a Children's Centre.

Current operational arrangements are based around stay and play for which there is strong local demand. This universal offer is enhanced by additional support services such as education psychology, speech and language therapy and health visiting input commissioned by the Local Authority. Changing the service to a stay and play provision and maintaining the additional services outside definition of a Children's Centres is a pragmatic solution to meet local demand.

Triangle: The centre has been used by Faylands to provide outreach services following the closure of the signposting service in 2013. The re-instatement of stay and play at this site and ensuring the availability of support services to those in need of additional support outside the definition of a Children's Centre will meet demand for universal stay and play whilst retaining an early help offer.

- i. A deputation from the governing body of Balham Nursery and Children's Centre at the ECSOSC on 26th November 2015 sought a delay to the start of statutory consultation to allow for discussions between officers and Balham Nursery School to find an alternative to de-designation of the Balham Children's Centre provision. The Governing Body of Balham

Nursery School and Children's Centre accepted that the levels of deprivation in the area serviced by the centre were very low as described by the IDACI scores, however they pointed out that they work closely with the homeless families unit housed in Nightingale Square (postcode) which is within the Balham Nursery School and Children's Centre reach area. Residents of this unit are not placed there on a permanent basis and consequently do not show up on the IDACI scores. Nonetheless this group of parents and children are very much in need. Subsequent discussions concluded that the most pragmatic course of action was to merge Faylands with Balham Nursery and Children's Centre. This would provide 2 centres, with a shared management structure across which to develop an appropriate mix of targeted and universal services. Schools are also well placed to establish clear links between early help for younger children and school readiness, as they are able to ensure that the services they deliver are planned to meet the needs that are arising in the school cohort accessing nursery and reception and prevalent in the local community.

ii. & iii. Garratt Park and Triangle Children's Centres were previously One O'clock Centres. At the time, their conversion to Children's Centres was a practical response to then national requirements to provide a Children Centre in every community. It is now clear that these centres cannot provide the range of services or the emphasis on targeting and disadvantage required of a Children's Centre.

- Triangle: Faylands Children's Centre currently delivers outreach services from the Triangle site. A recent survey showed that the real demand in this location is for universal Stay and Play. The site is too small to deliver the full range of services needed for it to be a successful Children's Centre. Both universal and targeted Children's Centre services would remain available to Triangle users at the Faylands and Balham Nursery Children's Centre.
- Garratt Park: As above, because the site is also too small and available only on a part-time basis as the centre hosts a popular morning nursery. The proposal would not affect the nursery provision. Universal stay and play would be retained at current levels. Support services would continue to be scheduled on the site and would also be delivered using facilities at Siward Road Early Years Centre adjacent to Garratt Park

3. What information do you have on the service and the potential impact of your service change in relation to the following?

	Information					
Race	<u>Ethnic breakdown of children attending children's centres in 14/15</u>					
	Ethnicity	All CC	Garratt Park	Balham	Faylands	Triangle
	Asian or Asian British	12%	5%	10%	10%	4%
	Black or Black British	12%	5%	13%	8%	5%
	Mixed	13%	12%	14%	17%	12%
	Other Ethnic Groups	4%	4%	3%	4%	4%
	Total BME	41%	26%	40%	39%	25%
	White	52%	66%	50%	54%	69%
	Unknown	7%	7%	10%	7%	7%
	<u>Ethnic breakdown of children attending children's centres between April-October 2015</u>					
	Ethnicity	All CC	Garratt Park	Balham	Faylands	Triangle
	Asian or Asian British	13%	6%	9%	9%	7%
	Black or Black British	11%	4%	9%	10%	5%
	Mixed	14%	12%	21%	17%	14%
	Other Ethnic Groups	5%	4%	3%	3%	3%

Appendix 2

	<table><tr><td>Total BME</td><td>43%</td><td>25%</td><td>41%</td><td>39%</td><td>30%</td></tr><tr><td>White</td><td>51%</td><td>71%</td><td>49%</td><td>55%</td><td>63%</td></tr><tr><td>Unknown</td><td>6%</td><td>4%</td><td>10%</td><td>5%</td><td>7%</td></tr></table>	Total BME	43%	25%	41%	39%	30%	White	51%	71%	49%	55%	63%	Unknown	6%	4%	10%	5%	7%
Total BME	43%	25%	41%	39%	30%														
White	51%	71%	49%	55%	63%														
Unknown	6%	4%	10%	5%	7%														
	<p>All of the Children’s Centres within these proposals (Garratt Park, Balham, Faylands and Triangle) have BME attendance levels below the average for all Children’s Centres; shown above for both the full year 2014/15 and the period between April and October 2015 (latest data available).</p> <p><u>Comparison of children attending Garratt Park and Balham with the BME breakdown for schools in the “reach area” of each Centre</u></p> <table><tr><td>Ethnicity</td><td>Garratt Park</td><td>Reach area</td><td>Balham</td><td>Reach area</td><td>Faylands (including Triangle)</td><td>Reach area</td></tr><tr><td>Total BME</td><td>27%</td><td>37%</td><td>39%</td><td>39%</td><td>33%</td><td>60%</td></tr></table> <p>Garratt Park and Faylands (including Triangle) have BME attendance levels below the attendance at schools within its reach area and Balham has BME attendance levels which match those of schools within its reach area.</p>	Ethnicity	Garratt Park	Reach area	Balham	Reach area	Faylands (including Triangle)	Reach area	Total BME	27%	37%	39%	39%	33%	60%				
Ethnicity	Garratt Park	Reach area	Balham	Reach area	Faylands (including Triangle)	Reach area													
Total BME	27%	37%	39%	39%	33%	60%													
Gender	<p><u>Gender breakdown of children attending children’s centres in 14/15</u></p> <table><tr><td></td><td>All CC</td><td>Balham</td><td>Garratt Park</td><td>At Fayland site</td><td>At Triangle site</td></tr><tr><td>Female</td><td>48%</td><td>50.5%</td><td>45%</td><td>49%</td><td>49%</td></tr></table>		All CC	Balham	Garratt Park	At Fayland site	At Triangle site	Female	48%	50.5%	45%	49%	49%						
	All CC	Balham	Garratt Park	At Fayland site	At Triangle site														
Female	48%	50.5%	45%	49%	49%														

	Male	51%	49.2%	54%	49%	51%
	Unknown	1%	0.3%	2%	2%	1%
	In 2014/15 more boys attended Garratt Park than the average for Children's Centres across the borough. More girls attended Balham, Triangle and Faylands than the average for Children's Centres across the borough.					
	<u>Gender breakdown of children attending children's centres between April-October 2015</u>					
		All CC	Balham	Garratt Park	At Fayland site	At Triangle site
	Female	49%	49%	49%	48%	50%
	Male	50%	51%	50%	51%	50%
	Unknown	1%	N/A	1%	1%	N/A
	Using the latest available data, more boys attend Balham and Faylands than the average for Children's Centres across the borough. More girls attend Triangle than the average for Children's Centres across the borough.					
Disability	<u>Number of disabled children attending Children's Centres in 14/15</u>					
		All CC	Garratt Park	Balham	Faylands	Triangle
	Disabled	81	1	5	2	1
	<u>Number of disabled of children attending children's centres between April-October 2015</u>					
		All CC	Garratt Park	Balham	Faylands	Triangle
	Disabled	43	4	3	0	2

Appendix 2

Age	The service is for children aged 0-4
Faith	Data not collected
Sexual Orientation	Data not collected

4. Thinking about each group below please list the impact that the service change will have.

	<u>Positive impacts</u>	<u>Possible negative impacts</u>
Age	<p><u>Faylands Children's Centre and Balham Nursery and Children's Centre.</u> The merger between Balham Nursery and Children's Centre and Faylands Children's Centre will ensure that services continue to be provided at Balham Children's Centre. The consultation showed that a slight majority (excluding no opinion responses) were in favour of the merger proposals. 34% were of no opinion compared to 32% who disagreed. 35% agreed. It will also bring the rigour of the school's early years expertise to the enlarged reach area, whilst ensuring that work can continue with vulnerable families through the Nightingale Square Homeless Families Unit. The proposal will also enhance capacity and improve the centre's ability to target families requiring two year old nursery places, employment training and adult short courses.</p> <p><u>Triangle and Garratt Park</u> Re-establishing the Triangle site and the Garratt Park site separate from the Children's Centre framework will allow them to focus on universal led services,</p>	<p><u>Garratt Park</u> The Garratt Park consultation has highlighted concerns that its de-designation would negatively impact on children who currently access services in the following ways:</p> <p>Issue: Currently families can access specialist courses at the centre, are signposted to services which support children and are able to access advice on site in relation to children i.e. weaning, teething and healthy eating. Respondents indicated that the loss of these services would negatively impact on children and families using the Centre.</p> <p>Mitigation: The services referred to are commissioned centrally. These services will continue at the current level and will be available to those that require them, on site and at nearby Siward Road Early Years Centre.</p> <p>Issue: Charging for any services such as stay and play could mean that some families can not afford to attend the centre which would mean that children who previously attended are no longer able to access the services and socialise with other children and the facility.</p> <p>Mitigation: Introduction of charging is not recommended at</p>

	<p>such as stay and play. In so doing it will allow some services for young children from those locations to be retained. A recent survey showed that the real demand at the Triangle Centre is for universal Stay and Play, which will be available still at a small charge. The current arrangements at Garratt Park are also centred on a stay and play offer, which is very popular with service users.</p> <p>Where failing Ofsted could lead to closure or a reduction in services, the proposed options avoid this from happening.</p> <p>Garratt Park is only available part-time and is a small centre.</p>	<p>this time. A paper on the introduction of a charge will be brought to the November 2016 committee cycle and will be subject to a separate EIA.</p> <p>Issue: Consultation responses also highlighted that current service users may not be able to travel to other centres or that these centres may be too busy for them to be able to access them which would mean that children who previously accessed services are no longer able to access them</p> <p>Mitigation: As the centres are remaining open and the outreach to the Henry Prince Estate will continue there will be no need to travel to other centres to access services unless people wish to do so.</p> <p>Issue: Consultation responses highlighted the provision of a sensory room at the Centre and raised concerns regarding the impact on children who use this facility if the centre was de-designated.</p> <p>Mitigation: The sensory room was originally set up as a One O'clock Centre resource for both young children and children with disabilities. As its presence within the centre is not a result of its Children's Centre status and there are no plans to decommission this facility which will remain available within</p>
--	--	--

		<p>the universal stay and play setting.</p> <p>TRIANGLE</p> <p>The consultation has highlighted concerns that its de-designation would negatively impact on children who currently access services in the following ways:</p> <p>Issue: Charging for any services such as stay and play could mean that some families can not afford to attend the centre which would mean that children who previously attended are no longer able to access the services and socialise with other children and the facility;</p> <p>Mitigation: Introduction of charging is not recommended at this time. A paper on the introduction of a charge will be brought to the November 2016 committee cycle and will be subject to a separate EIA.</p> <p>Issue: Consultation responses also highlighted that current service users may not be able to travel to other centres or that these centres maybe too busy for them to be able to access them which would mean that children who previously accessed services are no longer able to access them</p>
--	--	--

		<p>Mitigation: Triangle will continue to deliver stay and play at current or enhanced levels and will have scheduled access to support services. This will remove the need to travel to alternative centres unless users wish to do so.</p> <p>FAYLANDS AND BALHAM CHILDREN’S CENTRE.</p> <p>The consultation has highlighted concerns that its de-designation would negatively impact on children who currently access services in the following ways:</p> <p>Issue: Concerns that merging the two centres could lead to services being decreased at the two centres. Consultation responses highlighted that each centre provides support for local residents i.e. residents of Nightingale House and therefore any changes to the levels of provision could negatively impact on children who currently access the services.</p> <p>Mitigation; Services will not be decreased at either centre. The new integrated model of delivery will actually result in more effective and efficient services being available at these centres. Please refer to Paper No. 15-437 re expanded health visiting offer, family support and early education places</p> <p>Current number of children under 3 in Balham reach area 1860 (IDACI 2016) – however none of these children are resident in a 10% most deprived Lower Super Output Area. A</p>
--	--	--

		key driver for the merger has been suggested to ensure that vulnerable residents in Balham such as the residents of Nightingale House continue to have access to services.
Race	As above	<p>No specific negative impacts relating to BME young children were raised in the consultation.</p> <p>Garratt Park has attendance levels by BME children that are below the Borough average for Children's Centres and below the average for Earlsfield/the schools within its reach area.</p> <p>Triangle has attendance levels by BME children that are below the Borough average for Children's Centres but above the average for Balham ward (19.4%). Triangle (including Faylands) has attendance levels by BME children that are below the average for schools within its reach area. As the reach area relates to children and young people in the area of Triangle, despite having BME attendance above the ward average, which relates to <u>all</u> residents, the proposed de-designations should not have a disproportionate negative impact on BME children and families.</p> <p>Balham has attendance levels by BME children that are below the Borough average for Children's Centres, which reflect the BME attendance levels in schools within its reach area but are above the average for Nightingale ward (21.4%). Faylands has attendance levels by BME children that are below the Borough average for Children's Centres and the average for Furzedown ward. Faylands (including Triangle) has attendance levels by BME children that are below the average for schools within its reach area. As the reach area</p>

		<p>relates to children and young people in the area of Balham, despite having BME attendance above the ward average, which relates to <u>all</u> residents, the proposed merger between Balham and Faylands should not have a disproportionate negative impact on BME children and families.</p>
Gender	As above.	<p>Balham and Faylands have more boys attending than the borough average. Any changes to these Centres could therefore impact marginally more on boys than girls.</p> <p>Triangle has more girls attending than the borough average. Any changes to the Centre could therefore impact marginally more on girls than boys.</p> <p>The attendance levels for Garratt Park reflect the Borough average for Children's Centres.</p> <p>The consultation responses for Garratt Park highlighted that the centre facilitates mother's building support networks and that any changes to the Centre could impact on this.</p> <p>Mitigation: As all centres will continue to operate to at least current levels there should be no impact on gender as a result of these changes.</p> <p>Both Garratt Park and Triangle will continue to operate at current, or in the case of Triangle above current levels, allowing parents to continue to meet and to build their own networks.</p> <p>The nearest Children's Centre to Garratt Park is West Hill in King George's Park, which is a 10-15 minute walk from Henry</p>

		<p>Prince Estate.</p> <p>Engagement with families on the Henry Prince estate will also continue to be available at the current level.</p>
Disability		<p>The breakdown of disabled children for each Centre shows that low numbers currently attend. The proposed de-designation of the Centres should therefore not have a negative impact on disabled children.</p> <p>The consultation on Garratt Park highlighted the provision of a sensory room at the Centre and raised concerns regarding the impact on children who use this facility if the centre was de-designated.</p> <p>Mitigation : There are no plans to decommission the Sensory Room which will remain available to those that wish to use it within the universal stay and play setting.</p>
Faith	As above	No specific impact identified in the consultation
Sexual orientation	As above	As above

5. Is a full EIA required? An initial EIA was submitted to members in November 2015. This EIA reflects the findings of the consultation and the negative impacts highlighted by the consultation. It highlights to Members the potential negative impacts identified during the consultation and also proposes a set of mitigating actions to address them. It also makes clear the proportion of current service users who are BME, disabled or female and compares these to local demographic data in order to highlight any potential negative impact of the proposals.

Date; 17.06.16

PAPER NO 16 – 176

Appendix 2

Approved Clare O'Connor

This page is intentionally left blank