



# Equalities Analysis Assessment

<b>Name of proposal</b>	<b>Generation Play Clubs</b>
<b>Lead officer</b>	<b>John Russell</b>
<b>Other stakeholders</b>	
<b>Start date of Equality Analysis</b>	<b>November 2012</b>
<b>End date of Equality Analysis</b>	<b>January 2013</b>

<b>Title of Project</b>	Budget Savings Proposal: Generation Play Clubs
<b>Lead officer</b>	Warwick Tomsett
<b>Other stakeholders</b>	Children and young people; Parents and families; Children's Centre providers; MPs; local councillors.
<b>Start date of Equality Analysis</b>	November 2012
<b>End date of Equality Analysis</b>	January 2013

### **1: Background to undertaking an Equality Analysis**

- 1.1 This Equality Analysis Assessment (EAA) is being undertaken to identify whether budget proposals to end the Generation Play Clubs service will adversely affect Lewisham's children, young people and their families and whether it will negatively impact upon protected characteristics<sup>1</sup>.
- 1.2 Lewisham Council has already reduced its revenue budget by £53m since May 2010. The Government's continued squeeze on public spending means that the Council needs to make further savings of around £40m over the next two years. The proposal to close the Generation Play Clubs is one of the savings proposals put forward in November 2012 by the Children and Young People's Directorate. Ceasing to deliver services from the seven Generation Play Clubs in the Borough would release a saving of £554,000.
- 1.3 This EAA sets out the outcomes of the public consultation on the proposal, including expressions of interest from organisations, or groups of parents or community members to develop alternative uses for the sites
- 1.5 This EAA will be a scoping exercise to try to identify the service users that may be affected by the proposal, and to identify and understand any potential negative impacts from taking the savings proposal, together with developing mitigating actions to minimise any negative impacts identified. This EAA will contribute towards the decision making process.
- 1.6 This EAA will:
- (1) consider whether the proposal is compliant with the new public sector duty;
  - (2) consider the impact of the proposal;
  - (3) analyse whether the proposal is likely to have a positive or negative impact on different protected characteristics within the local community; and
  - (4) identify mitigating actions to address any disproportionately negative impact.

<sup>1</sup> Protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, marriage and civil partnership (only in respect of eliminating unlawful discrimination)

## 2: Changes to the service

### 2.1 Statutory duty - what needs to be provided:

Local authorities are required to make arrangements to secure that early childhood services in their area are provided in an integrated way that facilitates access to services and maximises the benefits to children, parents and prospective parents. The arrangements made under section 3(2) of the Childcare Act 2006 must include arrangements for sufficient provision of children's centres to meet local need.

### 2.2 Current service provision:

The Generation Play Club service is a universal service, providing free play opportunities to children under five (50 weeks a year) who are accompanied by their parents or carers, on seven sites situated throughout the borough. Six sites are owned by the Council, one is leased.

- Friendly Gardens: Lucas Street, Deptford, SE8 4QH
- Telegraph Hill: Erlanger Road, New Cross, SE14 5GJ
- Deptford Park: Scawen Road, Deptford, SE8 5RS
- Silwood Estate: Lewington Centre, 9 Eugenia Road, Rotherhithe, SE16 2RU
- Grove Park Under 5s Centre: Somertrees Avenue, Grove Park, SE12 OBX
- Forster Park Under 5s Centre: Whitefoot Lane, Downham, BR1 5SD
- Bellingham Green: Randlesdown Road, Bellingham, SE6 3HB

It is estimated that 3486 adults (25,520 contacts) and 3930 children (30,769 contacts) used the service between April 2011 and March 2012. This is based on usage data available to the Council through sign in sheets, usage data for each of the Generation Play Clubs is provided in section 3 below.

### 2.3 The proposal and changes to the service:

The proposal is to close each of the seven play clubs from April 2013 onwards. Options for maintaining the use of some sites without council funding by users groups or other organisations have been explored throughout the public consultation, and work to develop these will continue.

Universal services and opportunities for parents to access support will continue to be provided by the Council through maternity services, health visitors and Children's Centres. Children's Centres provide services 48 weeks of the year. We acknowledge that children's centres do not offer the same provision as Generation Play Clubs. However, they are an alternative, and offer support to all families and particularly targeted support to families who need it. This includes signposting to other services and advice on the universal 3 and 4 year old entitlement to the 15 hours free early education, as well as the universal health visiting service. Each Children's Centre also provides a range of activities and support to parents, including carer and toddler groups, stay and play services and these will continue to be actively promoted. The Family Information Service is able to offer information and guidance to parents and carers on local facilities and alternative provision.

The proposal will mean the deletion of 21 posts, there are currently vacancies within the service, with 16 people employed as play workers or senior play workers.

### **3: Assessment of data and research**

#### **3.1 General Context & Local Demographics:**

Lewisham is the second largest inner London borough and in 2011 was home to approximately 274,900 people (GLA population estimates) which is set to grow by around 11,000 by 2015. Lewisham has a slightly younger age profile than the rest of the UK; children and young people aged 0-19 years make up 24.5% of residents, compared to 22.4% for inner London and 23.8% nationally. Births in Lewisham increased by 34% between 2000/01 and 2009/10 and will continue to increase at a similar rate for the next 5 years.

Lewisham's Joint Strategic Needs Assessment shows that from data in 2010, Lewisham is the 15th most ethnically diverse local authority in England, and two out of every five residents are from a black and minority ethnic background. The largest BME groups are Black African and Black Caribbean: Black ethnic groups are estimated to comprise 30% of the total population of Lewisham. This rises to 77% of our school population, where over 170 different languages are spoken by our pupils.

Deprivation is increasing in Lewisham. The 2010 Index of Multiple Deprivation ranked Lewisham 31<sup>st</sup> out of 354 local authorities (LAs) in England compared to a rank of 39 in 2007. On the specific indicator of income deprivation affecting children, 35 (out of 166) of Lewisham's super output areas are in the 10% most deprived in the country, and 85, (over half) are in the 20% most deprived in the country. It is estimated that 20,355 children (ages 0 – 18) live in poverty in Lewisham.

#### **3.2 Generation Play Club and Ward profiles:**

There are seven Generation Play Clubs in Lewisham. Four are in Area 1 (Friendly Gardens, Telegraph hill, Deptford Park and Silwood), two are in Area 3 (Grove Park and Forster Park) and one is in Area 4.

Generation Play Clubs have been providing a service in Lewisham since 1980. Prior to this, many of the sites had been one o'clock clubs. The service provides a universal service, all children aged 0-5 years accompanied by an adult carer are able to attend. The play clubs provide indoor and outdoor play, and a range of play and learning activities. The service is open Monday to Friday, including school holidays, from 9.30am – 3.30pm. All centres are staffed by senior play workers and play workers.

##### **Age**

The Generation Play Clubs provide a universal service for all children aged 0-5 years accompanied by an adult carer. The closure of the service will therefore have the greatest impact on provision to this group.

##### **Disability**

Data collected from users in 2011/12 shows the following number of contacts were with those identifying as having a disability:

	Children	Adults
Friendly Gardens	32	0
Telegraph Hill	16	0
Deptford Park	11	5
Silwood	1	4
Grove Park	2	0
Forster Park	74	0
Bellingham Green:	151	6

### ***Pregnancy and Maternity***

A number of new mothers use the Generation Play Clubs, with data collected between April 2011 and January 2012 showing that approximately 10% of users had children aged up to 12 months old.

### ***Race***

The Census data from 2001 indicates that the wards where Generation Play Clubs are based have some of the highest proportion of black and minority ethnic (BME) residents in the borough. The usage profile of the Generation Play Clubs was collected from users in 2011/12. Both data sets are provided in the table below:

GPC	Ward	Ethnic diversity of ward (size of BME population)	Ethnic diversity of GPC usage - children	Ethnic diversity of GPC usage - adults	Comparison
Friendly Gardens	Brockley	40%	41.66%	30.09%	Lewisham – 34% London – 28.9%
Telegraph Hill	Telegraph Hill	41.9%	29.32%	19.55%	
Deptford Park	Evelyn	54.8%	45.78%	46.49%	
Silwood	Evelyn	54.8%	15.13%	12.84%	
	New Cross	52.7%			
Grove Park	Grove Park	19.1%	50.17%	47.83%	
Forster Park	Whitefoot	26.5%	50.17%	47.83%	
Bellingham Green	Bellingham	31.7%	51.00%	47.61%	

The data suggests that BME users are underrepresented compared to ward level in Silwood, but are overrepresented in Telegraph Hill, Grove Park, Forster Park, and Bellingham Green. It is therefore possible that the closure of the service will impact more significantly on children and adult carers who are BME.

### **Sex**

The majority of adult carers who attend the Generation Play Clubs are female, and so the impact of the proposal will be felt most by this group.

**There is no anticipated impact relating to religion and belief, gender reassignment, or sexual orientation.**

### 3.3 Staff data:

Workforce Profile Information				
Age:	20-30: 2	31-40: 2	41-50: 5	51+: 7
Disability:	1		Not known: 1	
Gender reassignment:	Not known: 16			
Pregnancy and maternity:	1 (maternity)			
Race:	BME: 5	White: 10	Other:	Not Known: 1
Religion or belief:	Not known: 16			
Sex:	Female: 16		Male: 0	
Sexual Orientation	Not known: 16			
Marriage and civil partnership:	Not known: 16			

n.b. Data is based on staff returns to HR. 'Not Known' means that no response has been provided.

All staff working in the service are female, and the closure of the service will therefore have a disproportionate impact on this group.

No other significant equalities impacts are anticipated in the proposal.

## 4: Consultation

Public consultation took place between the 19<sup>th</sup> November and 7<sup>th</sup> December 2012, staff consultation took place between the 19<sup>th</sup> November and 14<sup>th</sup> December 2012 using the following approaches:

- drop in sessions at each of the Generation Play Club sites;
- online consultation using UEngage;
- paper consultations distributed to each Generation Play Club;
- a series of additional meetings with organisations or parents/community groups interested in developing alternative uses for the sites; and
- a formal staff meeting.

#### 4.1 Outcomes from public consultation

Themes identified in consultation responses are summarised below:

<b>Value and Impact of the Generation Play Club Services</b>	<p>There was a clear message from all responses to the consultation that users highly valued the Generation Play Clubs, the quality and range of services that are provided through them, and the positive impact this has on children and families.</p> <p>Many responses mentioned the importance of Generation Play Clubs for specific groups of parents: parents for whom English was not a first language; fathers; and parents of children with disabilities, particularly in relation to the value of the Sensory Room at Deptford Park and the accessibility of centres for those with disabilities.</p>
<b>Community Cohesion</b>	<p>The importance of the Generation Play Clubs in contributing to community cohesion was highlighted across all sites.</p>
<b>Universal provision</b>	<p>Several examples of early intervention were given during the consultation, including cases involving Special Educational Needs and Domestic Violence. Many responses felt that the universal provision was important in itself, and as a means to identify those with targeted needs.</p>
<b>Local setting and alternative provision</b>	<p>A recurring theme in responses was the concern about the alternative services provided by Children's Centres being too targeted or oversubscribed, meaning that demand might not be met. Many users responded that the Generation Play Club was the only place they could go, due to cost, transport and mobility issues, or due to the welcoming atmosphere. For users with children of different ages, the Generation Play Clubs also offered a provision for all children, whereas other provision is often age restricted. The opening hours and holiday provision offered by the Generation Play Clubs was highly valued and mentioned in most of the responses. Additionally, many responses mentioned the value of outdoor space and play areas, especially given the number of children who live in flats. Most users and responses identified the Generation Play Clubs as being in deprived areas, where the service was most needed.</p>
<b>Usage and Data</b>	<p>Through the consultation, both staff and the public raised concerns over the accuracy of usage data, and said that the Generation Play Clubs were used by more people, more regularly than the data sourced from sign in sheets.</p>
<b>Consultation</b>	<p>There were several comments about the consultation process and ways to respond. There were also questions about how the decision would be made. Many users wanted to be able to respond that they wanted the Generation Play Clubs to stay the same as they are now and continue to be run by the Council. This was also reflected in the petitions received by the Council.</p>

**Options for alternative uses of the sites.**

A majority of responses asked for the closure of the Generation Play Clubs to be reconsidered and for the money for savings to be found from elsewhere. Many responses showed an enthusiasm for exploring alternative options to closure and promoting use of the sites and assets.

**4.2 Options for alternative uses of the sites**

During the consultation, officers worked with organisations, groups of parents and individuals to develop proposals for alternative uses of the sites without council funding. Several viable expressions of interest were identified.

**Staff Consultation**

A formal consultation meeting with staff was held on 3<sup>rd</sup> December 2012, which a total of 20 people attended, including representation from Trade Unions.

The proposal will place the 16 staff employed by the Council in a redundancy situation. Staff who have been issued with notice of redundancy will be able to apply for re-deployment opportunities. There are re-deployment opportunities available, but it is recognised that the economic climate has had an impact on the number of positions available.

**5: Impact Assessment**

The Equalities Impact Assessment has been undertaken to ensure that in the case of implementation of the saving proposal to cease the Generation Play Club service, the Council has met its responsibilities under the Equality Act 2010, specifically:

- To eliminate unlawful discrimination, harassment and victimisation.
- To advance equality of opportunity between people from different groups.
- To foster good relations between people from different groups.

The assessment of the potential impact on the nine protected characteristics (age, disability, gender, ethnicity, sexual orientation, religion and belief, gender reassignment, pregnancy/maternity and marriage/civil partnership) has been based on an analysis of service information, including available data relating to service users, and equalities data collected during the consultation.

**5.1 Impact on Service Users:**

As the proposal is to end the Generation Play Club service, it is anticipated that proposals will yield a negative impact for the service user. However, many of the negative impacts that may arise from the closure of the service can be mitigated through other services and actions. The consultation has identified viable proposals for the alternative use of at least 6 of the centres, centred around activities for children and families. In addition, the Early Intervention Service, including Children’s Centres, will encourage and support the private, voluntary and independent sector to run their own activities.

**Age:**

The proposed will have the greatest impact upon children aged between 0 and 5 years. A range of alternative provision exists. Children’s Centres offer support and information to all families and particularly targeted support to families who need it. There is a range of provision similar to stay and play available across the borough from providers other than the Council. In addition there are existing parks and playgrounds, Children’s Centre services including Carer



and Toddler groups, Childminder Drop-Ins, Stay and Play sessions, Dad's Stay and Play, Play and Learn for under 5s, and many others. Existing universal services that will continue to be offered include signposting to other services, the universal 3 and 4 year old entitlement to the 15 hours free early education, as well as the universal health visiting service.

**Disability:**

Some responses to the public consultation in four of the Generation Play Club sites particularly highlighted the importance of the Generation Play Club service as a resource for children with disabilities, including the early identification of disability or Special Educational Needs. Data collected in 2011/12 doesn't show a high usage of contacts self-identifying as having a disability, although Bellingham shows a higher number of contacts.

**Sex:**

Women are the main user group of the Generation Play Club service, and the proposal is therefore likely to impact most on this group. It is also noted that the service is used by fathers, who may find it harder to access alternative services.

**Ethnicity:**

Many of the residents of the borough do not speak English as a first language and the consultation identified that the Generation Play Clubs were a useful service for these parents and carers. The Council will need to ensure that interpreting and translation services are available in order to communicate with these families/CYP to ensure that they get the support that they need.

The EAA has not identified any disproportionate effects relating to Sexual Orientation, Religion and Belief, Pregnancy and Maternity, or Gender reassignment.

**5.2 Impact on Staff:**

The proposal would see the service provision run directly by the Council ending, including the deletion of the 21 posts in the Generation Play Club service. This will directly affect 16 members of staff.

A delayed timetable has been proposed to Mayor and Cabinet, to allow for alternative uses of the sites to be developed and to maintain business continuity whilst this is achieved. If the proposal is taken, the closure of the Generation Play Clubs, and redundancies will take effect in March 2014.

Staff who have been issued with notice of redundancy will be able to apply for re-deployment opportunities. There are re-deployment opportunities available, but it is recognised that the economic climate has had an impact on the number of positions available.

All staff employed in the service are female, and there will therefore be a disproportionate effect on women if the proposal is taken.

**6: Decision/ Result**

Following an analysis of the available research and data it is recommended to continue with the proposal but with actions to mitigate negative impact on equality and diversity. These actions are given in the Equalities Action Plan below.

7: Equality Analysis Action Plan			
Issue identified	Discussion	Identified Actions	Lead and timescale
<b>Usage of Generation Play Club Services</b>	<p><b>Age:</b> The impact for children, as reported by those that responded, included better school readiness, mixing with children of different ages, inclusion, developing social skills and overcoming shyness. Several responses highlighted the negative impact that closing the Generation Play Clubs may have for families. If parents have fewer opportunities to learn parenting skills, this could lead to more difficulties as children grow up and the impact of losing the service could impact negatively on the health and wellbeing of families.</p> <p><b>Sex, Ethnicity, Disability:</b> Women are the predominant users of the service, and the closure of Generation Play Clubs will therefore affect this group the most. Many responses mentioned the importance of Generation Play Clubs for specific groups of parents: parents for whom English was not a first language; fathers; and parents of children with disabilities, particularly in relation to the value of the Sensory Room at Deptford Park and the accessibility of centres for those with disabilities.</p>	<p>Given the amount of savings that need to be made by the Council, we are having to look at the way services are delivered, and acknowledge that service provision will not be the same in the future. Opportunities for parents to access support is also available through maternity services, health visitors and Children's Centres. Children's Centres provide services 48 weeks of the year. This includes signposting to other services and advice on the universal 3 and 4 year old entitlement to the 15 hours free early education, as well as the universal health visiting service.</p> <p>The Family Information Service is able to offer information and guidance to parents and carers on local facilities and alternative provision.</p> <p>Each Children's Centre also provides a range of activities and support to parents, including for fathers, families for whom English is a second language, and children with complex needs. Additionally, Children's Centres offer carer and toddler groups, and stay and play services and these will continue to be actively promoted. The proposal for the Deptford Park site includes plans to continue to provide sessions for children with additional needs including the sensory room. Children with Complex Needs and their families are able to access targeted services, such as Short Breaks. Details of our Short Breaks services are available on the Council website.</p>	John Russell Ongoing

7: Equality Analysis Action Plan			
Issue identified	Discussion	Identified Actions	Lead and timescale
Community Cohesion	<p><b>All groups:</b> The importance of the Generation Play Clubs in contributing to community cohesion was highlighted across all sites. It was felt by some that crime and anti-social behaviour may increase if the sites were shut, and that the local environment and buildings would be at risk from decay and being vandalised.</p>	<p>The Council recognises the value of community cohesion, and a significant proportion of the consultation was directed to exploring and developing alternative uses of the site for the benefit of local communities. The Council is committed to supporting other organisations or groups of parents who wish to raise alternative funding to use the sites to prevent the buildings being unused. We want to work with any parents or organisations who would be interested in using the sites with alternative sources of funding. Individual meetings for those who are interested have been held, and these discussions are continuing.</p>	<p>John Russell October 2013</p>
Universal provision	<p><b>All groups:</b> Several examples of early intervention were given during the consultation, including cases involving Special Educational Needs and Domestic Violence. Many responses felt that the universal provision was important to identify those with targeted needs.</p>	<p>We recognise that one way to target families is through mixed, universal provision. Children's Centres service providers are held to account by the Council on the outcomes for targeted families and the number of these their services reach, however, there is nothing to prevent them continuing to provide a universal service. Existing universal services that will continue to be offered include signposting to other services, and advice on the universal 3 and 4 year old entitlement to the 15 hours free early education, as well as the universal health visiting service.</p>	

7: Equality Analysis Action Plan			
Issue identified	Discussion	Identified Actions	Lead and timescale
Local setting and alternative provision	<p><b>All groups:</b> A recurring theme in responses was the concern about the alternative services provided by Children's Centres being too targeted or oversubscribed, which may mean that demand would not be met.</p> <p>For users with children of different ages, the Generation Play Clubs also offered a provision for all children, whereas other provision is often age restricted.</p> <p>The opening hours and holiday provision offered by the Generation Play Clubs was highly valued and mentioned in most of the responses. Most users and responses identified the Generation Play Clubs as being in deprived areas, where the service was most needed.</p>	<p>We acknowledge that children's centres do not offer the same provision as Generation Play Clubs. However, they are an alternative, and offer support to all families and particularly targeted support to families who need it. There is a range of provision available across the borough. In addition to existing parks and playgrounds, children's centre services include Carer and Toddler groups, Childminder Drop-Ins, Stay and Play sessions – including Dad's Stay and Play, Play and Learn for under 5s, and many others.</p> <p>Existing universal services that will continue to be offered include signposting to other services, and advice on the universal 3 and 4 year old entitlement to the 15 hours free early education, as well as the universal health visiting service.</p> <p>To ensure all services are accessible for all young people unless otherwise stated or if they have been commissioned for particular groups. Access to services should be clearly communicated</p>	John Russell Ongoing

Sign Off
Signed _____ Date _____

## Appendix C: GENERATION PLAY CLUB data

Play Club	Opening hours	Attendance data at Generation Play Clubs between 1st Apr 2011 to 31st Mar 2012 <sup>2</sup>		Generation Play Club costs 11/12 (staff, building, & maintenance)	Potential Sessional Charges Total costs ÷ 6 or more contacts in year
		Based on signing in sheets at each Generation Play Club	% adults attending 5 times or less		
<b>All Generation Play Clubs</b>	Various.	3486 adults (25,520 contacts) 3930 children (30,769 contacts)	68.34	£495,654 <sup>3</sup>	£33.88
<b>Friendly Gardens</b>	Mon-Fri: 9.30-3.30pm	313 adults (2138 contacts ) 438 children (2102 contacts)	73.2	£71,734	£42.75
<b>Telegraph Hill</b>	Mon-Fri: 9.30-3.30pm	785 adults (4785 contacts) 906 children (6410 contacts)	75.1	£61,566	£16.95
<b>Deptford Park</b>	Mon-Fri: 9.30-3.30pm (Tues am: SEN group only)	312 adults (1680 contacts) 352 children (2102 contacts)	76	£67,804	£55.44
<b>Silwood</b>	Mon-Fri: 9.30-3.30pm	272 adults (2856 contacts) 353 children (3639 contacts)	66.9	£66,935	£27.09
<b>Grove Park</b>	Mon-Fri: 10am-3.00pm	325 adults (2280 contacts) 355 children (2703 contacts)	63.3	£79,546	£42.63
<b>Forster Park</b>	Mon-Fri: 9.30-3.00pm	260 adults (2009 contacts) 269 children (2237 contacts)	68.8	£65,142	£41.02
<b>Bellingham Green</b>	Mon-Fri: 9.30-4.00pm Sat: 10.00-3.00pm	1219 adults (9772 contacts) 1257 children (11,576 contacts)	55.1	£82,927	£11.31

<sup>2</sup> The number of adults/children given is the number of individuals who attended in the year, the number of contacts given is that number multiplied by the number of times they attended (April 2011-March 2012).

<sup>3</sup> These figures are based on the costs for the Generation Play Clubs, with no staff vacancies, for the 2011/12 financial year. The allocation from the Early Intervention Grant in £554,000 per annum.