

# Integrated Impact Assessment Form

Promoting Equality, Human Rights and Sustainability



# Integrated Impact Assessment Form

## Promoting Equality, Human Rights and Sustainability

<b>Title of Policy/ Proposal</b>	2020 Vision for Early Years, Early Learning and Childcare Expansion Plan
<b>Completion Date</b>	26/06/2018
<b>Completed by</b>	Magnus Inglis
<b>Lead officer</b>	Julie Fox

### Type of Initiative:

Policy/Strategy ☐

Programme/Plan ☒ New or Proposed ☐

Project ☐ Changing/Updated ☐

Service ☐ Review or existing ☐

Function ☐

Other .....

### 1. Briefly describe the policy/proposal you are assessing.

Set out a clear understanding of the purpose of the policy being developed or reviewed (e.g. objectives, aims) including the context within which it will operate.

The Scottish Government (SG) has required local authorities to plan for the expansion of early learning and childcare from 600 hours per year to 1140 from August 2020. Midlothian Council submitted its plan and attendant financial template to SG on the 29<sup>th</sup> of September 2017. Following feedback and guidance from the Scottish Government's Delivery Team all local authorities submitted revised financial templates in March 2018.

The multi-year funding for expansion to 1140 hours was announced by SG in May 2018 and the report to June Council sets out this funding and makes two principle recommendations: to utilise revenue funding from financial year 2019/20 in financial year 2018/19 in order to put in place more 1140 hours places and increase the number of Modern Apprentices recruited; and to pursue a process and legal arrangements to enable capital grant funding of partner provider nurseries and childminders to expand their capacity in order to provide more 1140 hour places.

By 2020 the increased hours for 3 and 4 year olds will be universally available while 2 year olds will be eligible in line with the Scottish Governments' qualifying criteria. During the transition phase as capacity is increased towards full implementation in 2020, criteria for increased duration places will be applied with a view to ensuring those most in need are prioritised.

As both recommendations are intrinsically linked to the flexible availability of ELC and choice for parents and carers this assessment looks at the impact of both on the recommendations to Council.

The overall policy of expanding early learning and childcare to 1140 hours is that of the Scottish Government. It and the attendant policies, guidance etc. will have been subject to IIA by the Scottish Government.

## **2. What will change as a result of this policy?**

The revenue funding provided to Midlothian Council by SG for the transition to 1140 hours in financial year 2018/19 would be very restrictive in what the council would be able to implement. Even if there were a significantly higher budget, decisions would still need to be taken on which elements of expansion should be prioritised. If the budget were constrained to the funded level these decisions would substantially elevate the risks to the council of not meeting its anticipated legislative requirements, to make available to every entitled child from August 2020, 1140 hours of early learning and childcare. This would be as a result of either 1140 hours places being available at council settings, partner provider nurseries or partner childminders, but not all. The initial pilot phase of expansion to 1140 hours where a small number of places were offered at a very small number of council settings, immediately established that even at these small numbers, the impact of parents and carers moving their children from partner providers to 1140 hours settings can be significant. In particular for childminders, the loss of only a few children can be a very high proportion of their earnings and can threaten their financial viability. At this time when the capacity of all partner providers will need to increase, not decrease, in order to meet the requirements, expanded hours places should be balanced across the different partner providers in each community to avoid this scenario.

In addition, with it taking between 18 months and 2 years for Modern Apprentices (MA) and other trainee routes to become qualified, and the very limited time remaining before 2020, it is of crucial importance for the council to recruit as many MAs as possible.

Furthermore, it is important that the council continues with, and expands, the number of places and models of delivery of 1140 hours that it has piloted, so that options can be explored and lessons learned, ready for full implementation in 2020. Areas of greater deprivation should be prioritised in the delivery of the expanded hours so that those in greatest need receive the benefits as soon as

possible. Many of the council settings where offering 1140 hours places would be least costly are those in less disadvantaged areas.

As a result of all the factors it is of great importance that the council makes best use of the funding available to enhance the expansion.

With regard to capital funding of partner providers to expand, the expansion is based on four principles: affordability; flexibility; accessibility and quality. Our partner providers offer services with far wider flexibility and hence accessibility (depending on the parent or carers circumstances) than council settings, and are therefore key to meeting these elements of the requirements of 1140 hours. It is important to support partner providers to expand their capacity in order to provide parents and carers with a range of flexible and accessible options in each learning community. With the troubled experiences of nurseries in England and Wales during the similar recent expansion in hours, access to funding to expand capacity may be restricted, so grant funding by the council could be crucial to allow partner providers to expand in an affordable and sustainable way.

### 3. Do I need to undertake an Integrated Impact Assessment?

High Relevance	Yes/no
1. The policy/ proposal has consequences for or affects people	Yes
2. The policy/proposal has potential to make a significant impact on equality	Yes
3. The policy/ proposal has the potential to make a significant impact on the economy and the delivery of economic outcomes	Yes
4. The policy/proposal is likely to have a significant environmental impact	No
Low Relevance	
5. The policy/proposal has little relevance to equality	No
6. The policy/proposal has negligible impact on the economy	No
7. The policy/proposal has no/ minimal impact on the environment	Yes

**If you have identified low relevance please give a brief description of your reasoning here and send it to your Head of Service to record.**

**If you have answered yes to 1, 2, or 3 above, please proceed to complete the Integrated Impact Assessment.**

**If you have identified that your project will have a significant environmental impact (4), you will need to consider whether you need to complete a Strategic Environmental Assessment.**

**4. What information/data/ consultation have you used to inform the policy to date?**

<b>Evidence</b>	<b>Comments: what does the evidence tell you?</b>
Data on populations in need	SIMD data and research into the relative development of children from areas of high and low deprivation. Substantial research has shown that the early years of a child's life are enormously significant in determining their outcomes, and that brain development, speech and language skills etc. in children from the most deprived areas are on average far behind their peers from the least deprived areas. The expansion in ELC hours presents an opportunity to make a difference in closing this gap.
Data on service uptake/access	Data on population and uptake at all settings, including partner providers. The data available suggests that a fairly high proportion of children from the more deprived areas of Midlothian attend partner providers in other areas; this may be due

	to a smaller proportion of non-council places being available in these areas.
Data on quality/outcomes	As per above.
Research/literature evidence	As per above.
Service user experience information	Feedback from staff in settings where 1140 hours places have been offered has been very positive on the outcomes for children. 1140 hours places have been oversubscribed by parents and carers.
Consultation <b>and involvement</b> findings	A bi-annual early years survey with all stakeholders was carried out in mid-2017 which included questions on the expansion in hours. A large scale consultation with parents and carers on expansion preferences (term time or all year, provider, wrap around etc.) was carried out towards the end of 2017. A small scale survey of parents and carers in Mayfield was carried out early in 2018 regarding the hours of term time versus all year models. The key finding from the latter two was that the strong preference (two thirds) for all year provision was reversed if the all year provision was only available as 5 mornings or afternoons.
Good practice guidelines	There are a number of good practice guidelines and the Scottish Government is developing more to support the delivery of 1140 hours. There is also the How Good is Our Early Learning and Childcare self evaluation framework.
Other (please specify)	

Is any further information required? How will you gather this?	No.
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**5. How does the policy meet the different needs of groups in the community?**

	<b>Issues identified and how the strategy addresses these</b>
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<p><b>Equality Groups</b></p> <ul style="list-style-type: none"> <li>□ Older people, people in the middle years,</li> <li>□ Young people and children</li> <li>□ Women, men and transgender people (includes issues relating to pregnancy and maternity)</li> <li>□ Disabled people (includes physical disability, learning disability, sensory impairment, long-term medical conditions, mental health problems)</li> </ul>	<p>Grandparents who care for their grandchildren of ELC age will be affected by the expansion in hours. Increasing the number of places, flexibility and accessibility of these places in 2018/19 and making the deliverability of the expansion in Midlothian more robust and achievable will bring this benefit forwards/ensure its sustainability.</p> <p>This is fundamentally about children and young people. Delivering affordable, accessible, flexible and high quality early learning and childcare should enhance outcomes for children and young people, particularly if it contributes to closing the gap in attainment between the most and least deprived. Achieving this for a greater number of children in 2018/19 and making the deliverability of the expansion in Midlothian more robust and achievable will bring this benefit forwards/ensure its sustainability.</p> <p>The expansion to 1140 hours has been estimated as saving parents and carers currently paying for additional childcare up to £5000 per year, with obvious economic benefits. The expansion also offers some parents and carers the opportunity to increase hours at work or take on study or training, with longer-term benefits to their household.</p> <p>Increased 1140 hours places in 2018/19 and the long term sustainability of flexibility and choice through the range of providers offers</p>
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	<p>this equally to parents and carers with a disability and may suit their needs better than current arrangements. During the transition phase criteria will be applied to 1140 hours places, with exceptional circumstances high on the list for priority. Expanded hours places for children with a disability provide an opportunity to these children and staff to develop both the child's and staff's skills. In the first pilots both parents and carers, and staff, reported improvements in children's development as a result of the increased hours.</p>
<input type="checkbox"/> Minority ethnic people (includes Gypsy/Travellers, migrant workers, non-English speakers)	<p>Improvements in language and integration similar to the developmental improvements reported in the pilots is expected for children from minority ethnic backgrounds.</p>
<input type="checkbox"/> Refugees and asylum seekers	<p>As per minority ethnic children.</p>
<input type="checkbox"/> People with different religions or beliefs (includes people with no religion or belief)	<p>No disproportionate benefit or detriment identified.</p>
<input type="checkbox"/> Lesbian, gay, bisexual and heterosexual people	<p>No disproportionate benefit or detriment identified.</p>
<input type="checkbox"/> People who are unmarried, married or in a civil partnership	<p>No disproportionate benefit or detriment identified.</p>

<p><b>Those vulnerable to falling into poverty</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Unemployed</li> <li><input type="checkbox"/> People on benefits</li> <li><input type="checkbox"/> Single Parents and vulnerable families</li> <li><input type="checkbox"/> Pensioners</li> <li><input type="checkbox"/> Looked after children</li> <li><input type="checkbox"/> Those leaving care settings (including children and young people and those with illness)</li> <li><input type="checkbox"/> Homeless people</li> <li><input type="checkbox"/> Carers (including young carers)</li> <li><input type="checkbox"/> Those involved in the community justice system</li> <li><input type="checkbox"/> Those living in the most deprived communities (bottom 20% SIMD areas)</li> <li><input type="checkbox"/> People misusing services</li> <li><input type="checkbox"/> People with low literacy/numeracy</li> <li><input type="checkbox"/> Others e.g. veterans, students</li> </ul>	<p>The increased provision of free early learning and childcare, and doing so affordably, flexibly and accessibly through a range of providers, provides both immediate financial assistance to those currently paying for childcare and long term opportunities through enabling study, training and additional hours at work. The expansion itself will require around 300 more staff working in ELC across all providers - providing opportunities for employment at a range of settings and employers, and also a range of employment types; as well as practitioners, more catering staff, administrative support etc. will be required. Increasing the funding in 2018/19 brings forwards some of these opportunities.</p> <p>The criteria applied for 1140 hours places during the transition phase leading up to 2020 provide priority to children with special circumstances, such as additional needs, child protection, looked after.</p> <p>Increasing the budget in 2018/19 allows additional places specifically in areas of greater deprivation.</p>
<p><b>Geographical communities</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Rural/ semi rural communities</li> <li><input type="checkbox"/> Urban Communities</li> <li><input type="checkbox"/> Coastal communities</li> </ul>	<p>Midlothian comprises a mix of small urban with rural and semi rural communities, but not coastal. The expansion in hours will apply equally across the county and the aim is to make available flexibility and choice of model, where possible, to rural and semi rural communities.</p>

**6. Are there any other factors which will affect the way this policy impacts on the community or staff groups?**

Not identified.

**7. Is any part of this policy/ service to be carried out wholly or partly by contractors?**

If yes, how have you included equality and human rights considerations into the contract?

Yes, partner provider early learning and childcare settings and childminders. The additional hours places at settings will be delivered through amendment to existing partnership contracts. Childminder partnership contracts will be developed and ELC settings' partnership contracts will be amended to align with the national funded provider standard being developed by the Scottish Government (currently out to consultation).

**8. Have you considered how you will communicate information about this policy or policy change to those affected e.g. to those with hearing loss, speech impairment or English as a second language?**

Various routes of communication are being employed to communicate with providers as well as parents and carers ranging from physical and electronic newsletters, social media posts, newspaper articles and radio updates along with one to one conversations at providers and by childminders.

**9. Please consider how your policy will impact on each of the following?**

Objectives	Comments
<b>Equality and Human rights</b>	
Promotes / advances equality of opportunity e.g. improves access to and quality of services, status	Enhancing the budget for 2018/19 and providing grant funding to partner providers will promote and enhance equality of opportunity by improving choice and accessibility for parents and carers.
Promotes good relations within and between people with protected characteristics and tackles harassment	Improvements in language skills and children's development through increased ELC hours could assist with good relations within and between people with protected characteristics and tackle harassment.
Promotes participation, inclusion, dignity and self control over decisions	Providing additional places with greater choice and flexibility in 2018/19 and as part of the wider and longer term expansion, and applying the criteria in selecting those who are offered the places, should enhance this. Grant funding partner providers to expand capacity can include enhancements to facilities for children with a disability.
Builds family support networks, resilience and community capacity	Enhancing the 2018/19 budget will allow a number of 1140 hours places to be offered through a provider who also delivers parenting courses and family support services.
Reduces crime and fear of crime	No effect identified.

<p>Promotes healthier lifestyles including</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> diet and nutrition,</li> <li><input type="checkbox"/> sexual health,</li> <li><input type="checkbox"/> substance misuse</li> <li><input type="checkbox"/> Exercise and physical activity.</li> <li><input type="checkbox"/> Lifeskills</li> </ul>	<p>Enhancing the 2018/19 budget includes increasing the ability to provide meals for children receiving 1140 hours places at some settings. In some cases these may be the most nutritious meal of the day for these children. The emphasis on learning through play and particularly outdoors at settings provides children with the opportunity to develop and engage in exercise and physical activity that they may not get at home, as a result of a variety of reasons.</p>
<b>Environmental</b>	
Reduce greenhouse gas (GHG) emissions in East Lothian/Midlothian (including carbon management)	<p>Increasing flexibility and choice may reduce the need for parents and carers to travel in order to find affordable childcare at hours that suits them.</p> <p>Promoting learning through outdoor play builds children's appreciation and knowledge of the environment.</p> <p>Risky play builds risk assessment skills, problem solving, resilience, communication and awareness as well as developing coordination in children.</p>
Plan for future climate change	
Pollution: air/ water/ soil/ noise	
Protect coastal and inland waters	
Enhance biodiversity	
Encourage resource efficiency (energy, water, materials and minerals)	
Public Safety: Minimise waste generation/ infection control/ accidental injury /fire risk	
Reduce need to travel / promote sustainable forms of transport	
Improves the physical environment e.g. housing quality, public and green space	

<b>Economic</b>	
Maximises income and /or reduces income inequality	<p>As set out earlier, the expansion and hence the enhancement of the budget in 2018/19 and providing grant funding for expansion of partner providers provides opportunities to positively impact upon economic inequality, positive destinations, supports local businesses, helps people access employment (through increased childcare allowing parents and carers to study, train and increase hours at work as well as creating jobs through the expansion) and this employment is local, within Midlothian. Greater hours of ELC has been reported to enhance children's physical and mental development and skills.</p> <p>The vast majority (97% across Scotland) of ELC practitioners are female, so in this particular scenario one of the keys to meeting the need for staff to deliver the expansion is to attract more males into the sector.</p>
Helps young people into positive destinations	
Supports local business	
Helps people to access jobs (both paid and unpaid)	
Improving literacy and numeracy	
Improves working conditions, including equal pay	
Improves local employment opportunities	

10.

## 10.Action Plan

Identified negative impact	Mitigating circumstances	Mitigating actions	Timeline	Responsible person
None identified				

11.

## **11. Sign off by Head of Service**

Name

Date